United Nations A/66/728–S/2012/133

General Assembly
Security Council

Distr.: General
5 March 2012

Original: English

General Assembly
Sixty-sixth session
Agenda item 38
The situation in Afghanistan

Security Council
Sixty-seventh year

The situation in Afghanistan and its implication for international peace and security

Report of the Secretary-General

I. Introduction

1. The present report is submitted pursuant to General Assembly resolution 66/13 and Security Council resolution 1974 (2011), in which the Council requested me to report on developments in Afghanistan every three months.

2. The report provides an update on the activities of the United Nations in Afghanistan, including significant humanitarian, development and human rights efforts, since my previous report issued on 13 December 2011 (A/66/604-S/2011/772). It also provides a summary of key political and security developments and regional and international events related to Afghanistan. Section IV of the report (Observations) addresses the comprehensive review of the mandated activities of the United Nations Assistance Mission in Afghanistan (UNAMA) and United Nations support in Afghanistan requested by the Security Council in its resolution 1974 (2011). The annex contains an assessment of progress towards benchmarks and indicators since my report of 9 March 2011 (A/65/783-S/2011/120), in line with Security Council resolution 1868 (2009).

II. Relevant developments

A. Political developments

3. Throughout the period following the Bonn Conference of 5 December 2011, the political debate in Afghanistan was dominated by how best to approach a potential peace process. Discussion both inside and outside Afghanistan focused increasingly on ways to reinvigorate efforts that had previously been fragmented or stalled. More specifically, the discourse was dominated by the possible

Please recycle

establishment of a Taliban office to facilitate dialogue and its location, potentially in Qatar.

4. On 15 December, it was agreed at a meeting between President Karzai and prominent national figures that a practical mechanism to engage the armed opposition was required; it was also emphasized that any peace process must be led and owned by the Afghans. They backed proposals to establish a Taliban office, but indicated a preference that it be located in Afghanistan, Saudi Arabia or Turkey. On 20 December 2011, the Government of Afghanistan circulated to diplomatic missions an 11-point statement setting out its conditions for such interaction and emphasizing that the gains of the past 10 years must not be lost.

5. On 3 January 2012, it was announced in a written statement attributable to the Taliban that the group was prepared to establish a political office in order to "come to an understanding with other nations"; the statement also noted an "initial agreement with Qatar and other related sides". In an address to both houses of the National Assembly on 21 January, President Karzai called for Afghans fighting the Government to lay down their arms. He expressed support for Qatar as the base for a Taliban office, stating that he was doing so to avoid any pretext that might prolong war. He again reiterated the need for the Government to lead the peace process and announced that he had recently met with a delegation representing the Hezb-e Islami party led by Gulbuddin Hekmatyar and hoped such discussions would continue. On 15 February, President Karzai confirmed to the media that his Government had engaged in talks with the Taliban — a claim rejected in a statement attributable to the Taliban — and on 21 February, he endorsed the opening of a Taliban office in Qatar, affirming that the peace process was his Government's first priority.

6. On 17 February, the third trilateral summit among President Karzai, President Ahmadinejad and President Zardari was held in Islamabad. The resulting joint statement underlined the full support of the Islamic Republic of Iran and Pakistan for an Afghan-led and Afghan-owned inclusive peace process.

7. Progress continued on the implementation of the Afghanistan Peace and Reintegration Programme with the technical support of the United Nations Development Programme (UNDP). Reports indicate that provincial peace committees and local authorities increased outreach activities following the Traditional Loya Jirga in November 2011, which had reinvigorated such efforts. According to the joint secretariat of the Afghanistan Peace and Reintegration Programme as at mid-February, 3,825 ex-combatants had been formally enrolled in the Programme. Discussions were reported with representatives of armed groups, thought to represent an additional 825 combatants, who had expressed an interest in reconciling but had yet to participate in the process. The joint secretariat also reported informal undertakings to stop fighting by groups who were not prepared to register with the Programme. The reintegration of the first groups from Kabul and Zabul Provinces, as well as large groups from Badghis, Baghlan and Kandahar, is particularly noteworthy. Initial assessments indicate security improvements in some areas, with a high level of reintegration, although concerns persist about the eligibility of a number of the groups that have been accepted into the Programme.

8. On 19 December 2011, following their appointment by President Karzai, five members of the Independent Election Commission were sworn in. The terms of the incumbents, Momina Yari and Muhammad Gurziwani, were renewed and the following three new commissioners were appointed: Dastagir Azad, former

Governor of Nimroz Province; Hashem Folad, previously Member of Parliament for Nangarhar Province; and Rida Azimi, an ex-senator from Parwan Province. The terms of Chairman Fazal Manawi and Abdul Pashaye continue until early 2013. The President's sole discretionary power over appointments to the Commission has fuelled fears among some opposition groups regarding its impartiality in future elections. Also in December, the Commission and UNDP signed ELECT II (Legal and Electoral Capacity for Tomorrow, second phase), a two-year electoral assistance project focused primarily on continued capacity-building and the strengthening of the Commission.

9. In his speech opening the sixteenth session of the National Assembly on 21 January 2012, President Karzai outlined the Government's achievements in the past year, highlighting progress in the health and education sectors. The two Members of Parliament killed in the past year, Hashim Watanwal (Uruzgan Province) and Mutaleb Bek (Takhar Province) were remembered, along with 47 other senior Afghan officials and community leaders who were victims of violence in the same period. The President emphasized the need for Afghans to take charge of their own destiny under the unitary State system agreed to in the 2004 Constitution, stating that the country was not a political laboratory for outsiders. He appealed for constructive cooperation from Members of the Assembly and reassured them that the fundamental lines of Government policy and ministerial nominees would soon be presented for parliamentary assent. Other work in the lower and upper houses of the Assembly includes the adoption of the budget, introduced to the Meshrano Jirga (upper house) on 5 February, and a review of a backlog of laws pending with various parliamentary commissions.

10. On 22 December 2011, 10 political parties gathered in Kabul to launch the National Coalition of Afghanistan, under the leadership of opposition figure and former presidential candidate, Abdullah Abdullah. Key policy platforms include a parliamentary form of government and greater decentralization. The other major opposition bloc, the National Front of Afghanistan, led by Zia Masood, also backs such changes to the governance systems. This has been the subject of a contentious debate — often split along ethnic lines — that dates back to the 2004 Constitutional Loya Jirga, which set forth a centralized State structure. The recent vocal demands for greater subnational autonomy have sparked heated public exchanges.

B. Security developments

11. The United Nations continued to monitor security-related events relevant to the work, mobility and safety of civilian actors across the country, particularly those that affect the delivery of United Nations mandated activities and programmes. Security-related events declined in December 2011 (1,296) and January 2012 (1,286) compared to the previous two-month reporting period. The number of events was also lower than during the same period of the previous year, December 2010 (1,581) and January 2011 (1,636). This reflects multiple factors, including seasonal trends (the harsh winter likely significantly hampering insurgent movement), as well as the disruption of insurgent activity by Afghan and international military operations targeting insurgent networks throughout the summer and autumn, particularly in the south. Armed clashes and improvised explosive devices constituted the majority of such incidents, accounting for nearly 60 per cent of the total in the reporting period.

The focus of military activities remained the south-eastern provinces and Kunar and Nangarhar Provinces in the East.

12. Anti-Government elements carried out 9 suicide attacks in December 2011 and 12 in January 2012, 2 of which were complex attacks. An intimidation campaign continued with the targeted assassination of high-ranking Government officials, members of the security forces and influential local political and religious leaders. The focus of these attacks shifted back to the southern provinces, which recorded roughly 50 per cent of the total number of incidents countrywide. Not all the killings were directly linked to the insurgency; local power struggles also generated violence and added to a climate of fear and mistrust.

13. Major demonstrations following the unfortunate burning of Korans at Bagram Airbase in Parwan Province on 21 February recalled the protests of spring 2011, including one which led to the deaths of three international United Nations staff members, four international guards and five Afghan civilians in Mazar-i-Sharif. As at 23 February, at least nine civilians had died as a result of this latest incident.

14. Overall, the second tranche of the transition progressed as planned. Transition implementation plans for the 18 "tranche II" areas — setting out the process vis-à-vis security, strategic communications, governance and development issues — and the evolution of the Provincial Reconstruction Team were agreed between the Government and the International Security Assistance Force (ISAF) led by the North Atlantic Treaty Organization (NATO). Provincial transition packages are being developed by the Ministry of Finance to support the implementation of national priority programmes by geographic area.

15. UNAMA continued working with provincial development committees and ministries to strengthen the coordination of provincial development planning and promote coherence between the Government and ISAF. This included providing logistical support to the Government's Transition Coordination Commission to assess progress in transition areas as decisions on tranche III are made. United Nations agencies, funds and programmes in Afghanistan started to identify linkages and the potential for increasing alignment with Government priorities.

16. On 31 January 2012, the annual 2011 UNDP police perception survey was released by the Ministry of the Interior. It showed some positive trends in confidence in the police and the role of female officers. Despite a reported decrease in perceptions of police corruption over the past year, this issue, together with accountability, was highlighted as an outstanding challenge. Efforts to improve security through community-based policing initiatives resulted in the expansion of the Afghan Local Police to approximately 11,000 members in 57 validated sites. On 25 December 2011, at the National Security Council, the Minister of the Interior announced that another community security initiative, the Critical Infrastructure Protection Programme, would be halted while the future of the programme is determined.

17. Bilateral strategic agreements signed during the reporting period by President Karzai with members of the international community sealed long-term partnerships, including on economic and cultural aspects, in addition to security assistance.

C. Regional cooperation

18. Political dialogue and cooperation between Afghanistan and countries in the region gained momentum in the reporting period, building on the process launched at the Istanbul Conference for Afghanistan: Security and Cooperation in the Heart of Asia in November 2011. At a meeting in Kabul with relevant ambassadors, held on 5 February 2012, the Government circulated a concept paper to serve as a "road map" to the follow-up ministerial conference in Kabul, now tentatively scheduled for 11 June. The paper focuses on 12 confidence-building measures (from the original 43 presented in Istanbul) aimed at expanding regional cooperation in three broad areas, namely political and security; economic; and education, cultural and legal issues.

19. On 1 February, the Minister of State for Foreign Affairs of Pakistan, Hina Rabbani Khar, met with President Karzai in Kabul, where they discussed enhancing bilateral cooperation on a range of issues including security, development and trade. In a joint communiqué, Pakistan reaffirmed its full support for Afghanistan and agreed that an Afghan-led and Afghan-owned reconciliation process was vital to achieving long-term peace.

20. On 21 December 2011, an Afghan delegation of 24 members of both houses of the National Assembly visited Islamabad and met with Prime Minister Yusuf Gilani of Pakistan, parliamentarians and civil society organizations, as part of the Pakistan-Afghanistan Parliamentarians' Dialogue. They recommended improving coordination on counter-terrorism and addressing the issue of terrorist safe havens. On 31 January 2012, a group of Afghan senators also met with the Prime Minister of Pakistan in Islamabad, as part of a series of cross-border exchange visits by parliamentarians of the two countries.

21. At the trilateral summit, the Presidents of Afghanistan, the Islamic Republic of Iran and Pakistan agreed not to allow threats to one another origin. .ng from their territories and to enhance cooperation on counter-narcotics and economic issues, including trade facilitation and joint infrastructure and energy products.

22. Bilateral relations between Afghanistan and neighbouring countries were characterized by steady progress in economic cooperation. On 16 January, President Karzai's office stated that the Government had granted a request by Pakistan for a power line to pass through Afghanistan to allow for the transmission of electricity from Uzbekistan to Pakistan. According to the Deputy Minister of Water and Energy of Afghanistan, Ghulam Faruq Qazizada, the route and conditions for the power line will be determined through negotiations between Pakistani and Afghan technical teams.

23. Also on 16 January, the eighth session of the Afghanistan-Pakistan Joint Economic Commission opened in Islamabad, co-chaired by the Minister of Finance of Afghanistan, Omar Zakhilwal and the Minister of Finance of Pakistan, Abdul Hafeez Shaikh. The Joint Commission agreed to set forth a time-bound road map to enhance bilateral cooperation, particularly with regard to ensuring the import of 1,000 megawatts of electrical power (the CASA-1000 project) and gas from the Central Asian republics to Pakistan via Afghanistan, as well as a road link between Pakistan and Tajikistan via Afghanistan.

24. Bilateral talks between Afghanistan and Turkmenistan on economic cooperation were held on 26 January in Turkmenistan during the visit of President Karzai to President Berdimuhamedov. Discussions centred on the measures required to finalize the full implementation of the trans-Afghanistan gas pipeline that passes through Afghanistan to Pakistan and India, as well as the Afghanistan-Turkmenistan railway and the export of electricity to Afghanistan.

25. There were also notable instances of foreign investment in Afghanistan from within the region. On 26 December 2011, at a meeting in Tehran between the Minister of Trade and Industry of Afghanistan, Anwar ul-Haq Ahady, and the Deputy Oil Minister of the Islamic Republic of Iran, Ali Reza Zeighami, the Islamic Republic of Iran agreed to supply Afghanistan with up to 1 million tons of petroleum products annually. Mr. Ahady also visited port facilities in the southern part of the Islamic Republic of Iran that could be used for transporting Afghan imports and exports. On 28 December, Afghanistan signed its first major oil exploration contract with a Chinese company to develop three fields in the northern provinces of Sari Pul and Faryab, estimated to hold at least 87 million barrels of oil and to bring $7 billion to Afghanistan over the next 25 years. On 16 January 2012, an agreement was reached for an Iranian company to produce 1 million tons of cement annually in Herat Province, valued at $150 million, and to develop Herat's Pahlawanan coal mine.

26. With the support of the Office of the United Nations High Commissioner for Refugees (UNHCR) and UNDP, representatives of Afghanistan, the Islamic Republic of Iran and Pakistan met in Dubai from 29 to 31 January to discuss the quadripartite solutions strategy for Afghan refugees. Pakistan and the Islamic Republic of Iran host 3 million refugees, while recent UNHCR studies show that up to 60 per cent of returnees are considered to be living in worse conditions and experiencing significant problems rebuilding their lives in Afghanistan. In line with the principles of the Istanbul Process on Regional Security and Cooperation for a Secure and Stable Afghanistan, the strategy aims to create conditions conducive to voluntary repatriation through community investments; promote livelihood opportunities; and provide assistance to host communities. The strategy was signed by all three Governments and is to be formally launched in Switzerland in May. The modalities of a multi-donor trust fund were also discussed at the Dubai meeting.

III. Human rights

27. On 4 February, UNAMA released its 2011 annual report on the protection of civilians in armed conflict, in which it reported an increase in civilian casualties for the fifth consecutive year. UNAMA documented 3,021 civilian deaths, an increase of 8 per cent compared to 2010, with anti-Government elements being responsible for 77 per cent of the deaths, an increase of 14 per cent compared to the same period in 2010. Pro-Government forces were responsible for 410 civilian deaths, a decrease of 4 per cent compared to the same period in 2010. In 9 per cent of cases, the civilian deaths could not be attributed to either party.

28. A statement issued on a Taliban-affiliated website criticized the 2011 annual report for being one-sided. It disputed whether provincial governors and police chiefs were "civilians" as stated in the report's discussion of targeted killings of civilian Government officials. The statement also listed several incidents in which

pro-Government forces had killed civilians that the Taliban believed UNAMA did not account for in the report. UNAMA has followed up on those claims and has been able to confirm that it did account for all the listed incidents. While recent Taliban statements have increasingly raised the importance of reducing civilian casualties, the statements have not resulted in any discernable reduction in civilian deaths and injuries caused by their tactics. Halting the use of victim-activated pressure-plate improvised explosive devices and suicide bombings, given their indiscriminate and disproportionate impact on Afghan civilians, would be a credible demonstration of such intent.

29. In the months of December 2011 and January 2012, UNAMA documented 383 civilian deaths and 820 civilian injuries, an increase of 39 per cent in civilian casualties (deaths and injuries) compared to the same two-month period in 2010-2011. While the number of civilian deaths decreased by 5 per cent, civilian injuries increased by 77 per cent. Anti-Government elements were responsible for 1,047 of the casualties (87 per cent) and pro-Government forces for 54 (4 per cent). Fifteen per cent of the total number of civilian casualties (53 killed and 123 injured) in December 2011 and January 2012 were children, an increase of 9 per cent compared to the previous year.

30. Suicide attacks by anti-Government elements were deadlier in December and January. Fifteen suicide attacks caused increased civilian casualties, mostly in the southern region. A total of 124 civilians were killed (32 per cent of all civilian deaths) and 442 injured (54 per cent of all civilian injuries), representing a large increase in deaths and injuries caused by suicide attacks, compared to the same two-month period in 2010-2011. Improvised explosive devices by anti-Government elements caused 111 civilians deaths in December and January, a 17 per cent decrease compared to the same period in 2010-2011.

31. Air strikes remained the leading cause of civilian deaths by pro-Government forces. A total of 12 civilians were killed, representing a 37 per cent decrease compared to the same two-month period the previous year. Civilian casualties from contentious night search operations decreased to 13 (9 killed and 4 injured), a 48 per cent reduction compared to the same period the previous year. There were 16 civilian casualties resulting from ground engagements (9 killed and 7 injured), a decrease of 70 per cent compared to the previous year.

32. Together with the other members of the country task force on monitoring and reporting, UNAMA continued to implement the monitoring and reporting mechanism on the situation of children in Afghanistan. In response to the action plan signed in February 2011, the Government of Afghanistan reported progress in preventing child recruitment and other grave violations, including the issuance of decrees, an awareness-raising campaign and capacity-building of Afghan security forces on child rights. Concrete steps were made in the western provinces of Herat and Ghor, with child protection units established in army and police recruitment sections.

33. In response to the October 2011 UNAMA report on the treatment of detainees in Afghan custody, the Government of Afghanistan and ISAF undertook steps to implement key recommendations. Having suspended transfers of detainees to 16 facilities identified by UNAMA as locations where systematic torture had occurred, ISAF implemented a plan of on-site inspections and remediation training of National Directorate of Security and Afghan National Police investigative personnel in all 16 detention facilities. Following the completion of the initial

on-site inspection and remediation training, on 15 February, ISAF announced that it had recertified eight detention facilities and conditionally certified four facilities pending further on-site inspection. Four others, including National Directorate of Security facilities in Kandahar and Kabul, are yet to be certified. ISAF has resumed the transfer of detainees from custody to the eight fully certified facilities, and plans to commence a monitoring programme for the detainees it transfers, from custody to trial, and to establish training and monitoring teams in all its regional commands. The National Directorate of Security established a human rights department to investigate allegations of abuse and torture and issued instructions reminding staff of their responsibility to adhere to national and international standards. Continuing its own follow-up, UNAMA visited 78 detention facilities managed by the National Directorate of Security, the Afghan National Police and the Central Prisons Directorate to reassess the treatment of conflict-related detainees since the release of the report.

34. A December 2011 Presidential Decree transferring the Central Prison Directorate from the Ministry of Justice to the Ministry of the Interior formally came into effect on 10 January. The Ministry of the Interior affirmed its commitment to the independence of the Directorate within the Ministry, ensuring the separation of policing and correctional work. UNAMA is monitoring the situation to ensure that this separation is understood and implemented, particularly at the subnational levels.

35. The mandates of all nine Commissioners at the Afghanistan Independent Human Rights Commission expired on 16 December 2011. President Karzai reappointed six Commissioners and three positions remain vacant. Afghan civil society organizations expressed concern about the opaque nature of the process and the risk that inappropriate appointments could affect the Commission's effectiveness. The United Nations High Commissioner for Human Rights, Navi Pillay, and UNAMA welcomed the subsequent dialogue between the Government and civil society on the appointments process, emphasizing that qualified commissioners representing various segments of society, including women and minorities, should be appointed through an inclusive, transparent and genuinely consultative process to meet national and international standards.

36. UNAMA continued to work with the Afghanistan Independent Human Rights Commission and civil society organizations to monitor and advocate for the protection of women's rights. From 18 to 20 December 2011, in connection with the issuance of its December 2011 report, entitled "A Long Way to Go: Implementation of the Law on the Elimination of Violence against Women", UNAMA hosted a national-level expert seminar on forced and underage marriages for law enforcement and Government officials. It also sponsored a number of capacity-building programmes in the south-eastern, central and central highlands regions to raise awareness of the law in local communities and create opportunities to discuss women's rights issues with religious leaders, law enforcement, Government officials and civil society groups.

IV. Implementation of the Kabul process and aid coherence

37. During the reporting period, the international community and the Government of Afghanistan worked on meeting commitments made at the Bonn Conference in December 2011 on mutual accountability and the sequencing of the national priority

programmes. Particular emphasis was placed on advancing national priority programmes and initiatives relating to governance and the rule of law.

38. In December, the Management Committee for Afghanistan Reconstruction Trust Fund approved the first instalment of $100 million (total $350 million) for the implementation of the five-year capacity-building for results programme. The programme creates a mechanism for line ministries and line departments, in coordination with the Ministry of Finance and the Independent Administrative Reform and Civil Service Commission, to develop capacity-building plans to improve budget implementation, business processes and service delivery of line ministries responsible for national priority programmes. Under the programme, 2,400 staff will be appointed and trained for key civil service positions.

39. On 22 January, at the 9th meeting of the High-Level Committee on Aid Effectiveness, led by the Minister of Finance, the Committee set forth a new framework for engagement between the Government and the international community based on the New Deal for Engagement in Fragile States, adopted at the Fourth High-Level Forum on Aid Effectiveness, held in Busan, Republic of Korea, in December 2011. Afghanistan was selected as a priority country to implement the approach, given the planned shift in strategy from stabilization to long-term development cooperation. The emphasis is on long-term efforts and incremental approaches to fostering key peacebuilding and state-building goals, such as legitimate and inclusive politics, security and justice, economic foundations and revenue generation for accountable service delivery.

40. During the reporting period, there was a growing consensus within the Government and the international community that governance reforms that lead to economic growth and improved service delivery are crucial to the transition and the implementation of national priority programmes. To that end, planning commenced on a series of events aimed at delivering tangible outcomes ahead of the international conference on Afghanistan in Tokyo in July 2012. A series of targets and benchmarks will be developed at an inter-ministerial retreat on governance in mid-March; this will be followed by a meeting of the Joint Coordination Monitoring Board. Together, these should ensure commitment to a course of reforms to strengthen core Government functions and address the anticipated financing gap.

V. Governance and rule of law

41. During the reporting period, the Independent Directorate of Local Governance, the High Office of Oversight and the Independent Administrative Reform and Civil Service Commission, with the support of UNAMA, held a series of formal consultations with the donor community to build consensus on support to the three governance-related national priority programmes: transparency and accountability, efficient and effective government, and local governance. Shared priorities were identified and will be submitted to the standing committee on governance for approval prior to the meeting of the Joint Coordination Monitoring Board. Similarly, efforts continued to finalize the national priority programme on law and justice for all, so that it can also be submitted to the Board at its next meeting. With UNAMA support, the Government of Afghanistan established a series of focus groups with Government institutions and donors to consider different aspects of the programme.

42. The joint Government and international Monitoring and Evaluation Committee continued its anti-corruption work. In February, at the second of a series of meetings, the International Community Transparency and Accountability Working Group discussed support for the prioritization and implementation of the 64 benchmarks to combat corruption. These include proposed improvements to the draft Anti-Corruption Law, the rationalization of personnel structures to reduce opportunities for corruption, and international organizations addressing their own internal accountability and transparency.

43. To support the implementation of the national priority programme on subnational governance policy and local governance, UNAMA worked with the Government to establish a new, quarterly Subnational Governance Coordination Forum. Members include representatives from the Independent Administrative Reform and Civil Service Commission and the Ministries of Finance, Rural Rehabilitation and Development and the Economy. UNAMA continued efforts to promote accountable subnational governance with elected and non-elected institutions and civil society organizations. In Mazar-i-Sharif Province, a conference was held to promote civil society awareness of the subnational governance policy of the Independent Directorate of Local Governance and more effective interaction with the Provincial Council. Similarly, in the provinces of Farah, Badghis and Ghor, UNAMA, in cooperation with the Independent Administrative Reform and Civil Service Commission, successfully implemented a four-day public administrative reform awareness training workshop attended by over 160 civil servants. Participants developed a working knowledge of the Civil Service Law, in accordance with the Commission's public administrative reform policies.

44. Over several weeks in January and February, the 34 Provincial Councils held their annual administrative board elections (chairman, deputy chairman, secretary). While not actively engaged in the process, UNAMA monitored polling where requested by local authorities. In general, elections were free of controversy, although there were disputes in some areas over the interpretation of a quorum, highlighting the need for clearly agreed regulations to be widely accepted and understood prior to voting. The Independent Directorate of Local Governance and the Independent Election Commission are working to resolve challenges.

45. The adoption of the Criminal Procedure Code has been identified as a priority since the 2010 Kabul Conference. The draft Code and Law on the Structure and Jurisdiction of the Office of the Attorney General, Anti-Corruption Law and Major Crimes Task Force Law were considered at a workshop led by the Ministry of Justice, from 18 to 21 December. Participants representing the Office of the Attorney General, the Ministry of the Interior and the Independent Directorate of Local Governance focused on revising the draft laws. Subsequently, the Ministry of Justice submitted the draft Criminal Procedure Code to the Council of Ministers for review.

VI. Development and humanitarian assistance

46. In response to the Government's requests for the United Nations system in Afghanistan to act more cohesively, the Special Representative of the Secretary-General has led efforts to ensure greater system coherence. Although at times humanitarian and development actors need to retain a distinct identity from the

Mission for programme delivery purposes, the work of all United Nations agencies, funds and programmes should be mutually reinforcing. Options were developed with the support of a United Nations Development Group "United Nations Coherence Mission" and UNDP. At the annual retreat of the United Nations country team on 24 and 25 January, four areas were endorsed for immediate efforts towards better integration, namely integrated annual workplans; an integrated budgetary framework; communications and advocacy; and business operations. There will be further discussion on integrated programming and budgetary frameworks. Internal efforts to ensure greater coherence in the coming year will include the midterm review of the United Nations Development Assistance Framework and the development of a common country assessment. Priorities for 2012 include alignment with the national priority programmes and other Government frameworks, on-budget support and capacity development.

47. During the reporting period, UNDP undertook a strategic review of its engagement in Afghanistan, which recommended several steps to increase the role of UNDP, as part of the integrated mission, to assist the Government of Afghanistan during and beyond the transition period, including the establishment of a policy unit providing policy advisory services to the Government and the United Nations system in Afghanistan. Further, in line with the commitments made at the London and Kabul Conferences in respect of on-budget support, in December 2011, UNDP signed a letter of intent with the Government of Afghanistan to route an ever-increasing portion of UNDP assistance through on-budget support. It is anticipated that some 80 per cent of UNDP support will be channelled in this manner.

48. The United Nations Children's Fund (UNICEF) country programme midterm review was concluded on 24 January. Much of the process was Government-led and there were extensive consultations with communities, donors and officials at the central, provincial and district levels. The programme will be streamlined with some recalibration in the five key areas of justice, routine immunization and polio eradication, nutrition, increased enrolment of girls in education and emergency obstetric care. In terms of delivery, emphasis will be placed on community-based planning, programming and ownership, addressing social norms and social change, communications and improved monitoring and evaluation. Meanwhile, a United Nations working group on maternal and newborn health, including the World Health Organization (WHO), UNICEF, the United Nations Population Fund and the World Food Programme, has been liaising with relevant line ministries in Afghanistan to mainstream concerns on this issue across outstanding national priority programmes and, where possible, the action plans for those already endorsed. From 20 to 23 January, a visiting team of experts from the International Labour Organization (ILO) provided technical assistance in finalizing the national priority programme on the facilitation of sustainable decent work through skills development and market-friendly labour regulation. ILO will continue to advise on exploring linkages between this and other key national priority programmes, particularly those focused on agriculture and rural infrastructure.

49. Institutional capacity development and the humanitarian development continuum are major priorities for the United Nations, to help ensure a successful transition. In December 2011, the Ministry of Energy and Water signed a $27.7 million agreement with the Food and Agriculture Organization of the United Nations to provide technical assistance for the implementation of the Irrigation Restoration and Development Project. The total budget for the six-year project is

$148.7 million, $97.8 million of which is being provided by a World Bank grant aimed at strengthening national capacity to address the underlying causes of drought. The project builds upon activities and capacities already established under the Emergency Irrigation Rehabilitation Project. Planned outcomes include increased agricultural productivity to benefit an estimated 230,000 households, the construction of two to three small dams and irrigation systems in northern Afghanistan, and the development of the Ministry's hydrometeorological networks and systems.

50. The humanitarian community continued to focus on responding to needs arising from conflicts and natural disasters and on providing initial assistance for internally displaced persons and refugee returnees. Other priorities include focused advocacy for equitable and sustainable development to achieve the Millennium Development Goals.

51. An estimated 19,300 persons were displaced in December 2011 and January 2012 owing to conflict across the country, further aggravating Afghanistan's deepening displacement crisis and bringing the total number of internally displaced persons in 2011 to almost 500,000, a 45 per cent increase in internally displaced persons owing to conflict compared to 2010.

52. Acute vulnerability, with limited shelter options, access to basic services and income generation, coupled with the unusually harsh winter conditions, contributed to the tragic and widely publicized death of children living in informal settlements in Kabul in January and February. More than 30,000 people currently live in 45 informal settlements in and around the capital. Between November 2011 and January 2012, most settlements received non-food items and/or fuel. Work is ongoing to address remaining gaps. The acute vulnerability in the informal settlements provides a snapshot of the harsh realities facing displaced Afghans throughout the country, many of whom are beyond the reach of the humanitarian community. Durable solutions to Afghanistan's displacement crisis require immediate and effective coordinated action by the Government and development actors to ensure that rural development, urban planning and housing, and property rights are adequately addressed.

VII. Counter-narcotics

53. Enhanced regional cooperation was the principal focus during the reporting period, with the December 2011 launch of the Regional Programme for Afghanistan and Neighbouring Countries of the United Nations Office on Drugs and Crime. The ceremony in Vienna was attended by ministers, deputy ministers and high-level representatives of the Governments of Afghanistan, the Islamic Republic of Iran, Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkmenistan and Uzbekistan. The Regional Programme is a strategic framework for the work of the Office and multilateral partners, focusing on counter-narcotics and the rule of law in order to respond effectively to drug trafficking and organized crime. It will include the training of counter-narcotics law enforcement officials, joint raids, drug seizures and border patrols, as well as activities to tackle cross-border illicit money flows.

54. Within the framework of the Regional Programme, trilateral talks among the drug enforcement agencies of Afghanistan, Kyrgyzstan and Tajikistan were held in Dushanbe on 20 January. The talks were aimed at ensuring joint efforts against

organized criminal groups, timely information exchange and training for professional specialists. A joint protocol which included a provision on biannual meetings of the heads of the anti-drug services of the three countries was signed. In addition, the first regional workshop on the strategy on preventing and combating cross-border cash smuggling was held in Dushanbe from 25 to 27 January. It was attended by the heads of financial investigation units from eight countries, namely Afghanistan, the Islamic Republic of Iran, Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkmenistan and Uzbekistan.

55. Representatives of the existing subregional information-sharing mechanisms, the Central Asian Regional Information and Coordination Centre and the joint planning cell of the Triangular Initiative met in Almaty, Kazakhstan, between 6 and 8 February. Under the auspices of the above-mentioned Regional Programme, counter-narcotics law enforcement specialists from Afghanistan, the Islamic Republic of Iran, Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkmenistan and Uzbekistan and international observers identified concrete actions to enhance interdiction efforts in 2012, with an emphasis on precursor control.

56. On 16 February, the Secretary-General attended the Third Ministerial Conference of the Paris Pact, in Vienna, which was held as part of comprehensive and concerted international action to stem the flow of opium and heroin from Afghanistan. Ministers stressed the need to reduce cultivation and production, as well as drug trafficking and abuse, and to establish a broad international coalition to combat opiate trafficking. Affirming their common and shared responsibility, the Paris Pact partners adopted the Vienna Declaration, a statement of international commitment to act in a balanced and comprehensive manner against the menace of illicit Afghan opiates, which requires a global response and action addressing both the demand and supply sides.

VIII. Mission support

57. In section IX of its resolution 66/247, the General Assembly approved the budgets for special political missions for 2012, including $241 million (compared to $270.7 million in 2011) for UNAMA. No new significant capital investment projects are envisaged for 2012.

58. UNAMA continued efforts to improve its capacity and the efficiency of its operations. The overall vacancy rate at the end of December 2011 was 19 per cent for international staff and 9 per cent for national staff. The training centre continues to partner with local and regional institutions to strengthen capacity, and 1,138 national staff and 304 international staff benefited from educational opportunities in 2011 to enhance their skills to deliver on mandate activities. Coordination continues with the United Nations Assistance Mission for Iraq (UNAMI) at the joint UNAMA-UNAMI support office in Kuwait.

59. The decision of the Government of Afghanistan to replace all private security companies with the Afghan Public Protection Force by March 2012 has met legal and operational difficulties. The United Nations and diplomatic missions have been informed that they may continue with the current arrangements for compound security. Clarifications are being sought on the future arrangements for project security. UNAMA has also taken note of the Government's decision demanding the removal of security barriers on roads and pavements in Kabul. Implementation of

either decision will inevitably compromise the level of mandatory minimum operating security standards.

IX. Observations

60. Ambitious transition timelines for 2014 are informing all processes and politics now at play in Afghanistan. I fully support the position of the Government of Afghanistan that progress on governance, development and the rule of law are vital to a sustainable security transition. All are fundamentally linked — trust in State institutions and increased prosperity are essential to build and reinforce stability — and acting on a comprehensive approach can create conditions for a peace process that guarantees the rights and responds to the aspirations of all Afghans. Currently, however, different trajectories vis-à-vis these processes have been observed.

61. The 2011 Bonn Conference provided assurances of an enduring partnership between Afghanistan and its international partners through 2014 and the decade beyond. Recently signed bilateral strategic partnership agreements are an important start in this direction. Making clearly defined, tangible commitments is now vital to inform planning and to reinforce public confidence. Unpredictability brings the risk of destabilization and distrust, as evidenced by the reactions to recent comments in the media, which were interpreted to indicate an acceleration of the agreed timeline for international troop withdrawals.

62. The future shape of, and support for, Afghan security institutions will be discussed at the upcoming NATO Chicago summit meeting on Afghanistan in May 2012. Mutually agreed force requirements will have to be matched by resource commitments. While there are reports of improved security in areas where the Afghan Local Police is operating, human rights abuses against civilians have also been documented. I share the view of the Government of Afghanistan that such security initiatives should have clear lines of accountability, command and control linking them to formal national security forces and institutions, namely the Afghan National Army and the Afghan National Police.

63. Fiscal constraints are to be anticipated, particularly given the international economic climate. The need to address likely financing gaps has spurred a renewed engagement by the Government on reforms to strengthen its core functions and ensure a more sustainable development path. Kabul process commitments and national priority programmes remain guiding policies for international engagement, emphasizing mutual accountability, on-budget support and greater coherence in an increasingly Afghan-led governance and development agenda. The lead-up to the Tokyo Conference on Afghanistan in July 2012, indicates a focus on prioritizing the 22 national priority programmes and advancing their phased implementation, as well as ensuring greater mainstreaming of counter-narcotics. Given increasing fears about fiscal sustainability and potential funding gaps, the Government has, rightly, increasingly emphasized economic growth as a core priority. Within such discussions, the United Nations advocates that the Government and donors ensure continued investment in basic social services and human development, elements critical to social equity and enhanced stability. Further, the evolution of provincial reconstruction teams requires protection against assistance gaps and clarity on the handover of functions to the Government of Afghanistan and its institutions.

64. Afghanistan remains a country with significant development deficits and shortfalls exacerbated by protracted conflict and recurrent natural hazards, including drought, extreme winter conditions, earthquakes and flooding. Breaking the cycle of reliance on humanitarian assistance requires a focus on preventing further suffering while also finding durable solutions for the successful integration of returnees and addressing the plight of the displaced. This entails ensuring the effective delivery of and access to basic and effective coordinated assistance by the Government and development actors and ensuring that issues of rural development, urban planning and housing, as well as property rights, are also adequately addressed.

65. To adequately address the humanitarian situation, my Special Representative, through the Deputy Resident Coordinator/Humanitarian Coordinator and the humanitarian country team, will continue to work with Afghan authorities and humanitarian actors to improve access to people in need and to address their needs, and to advocate that all parties respect the principles of humanitarian action in the delivery of assistance.

66. The dynamic Afghan lead which has been demonstrated by efforts to reach agreement on regional confidence-building measures in line with the principles of the Istanbul Process is welcomed. The follow-up ministerial conference to be held in Kabul in June 2012 is the focus of continuing efforts to ensure greater coherence within existing regional mechanisms. Enhanced regional security and cooperation can contribute greatly to the broader environment for stabilization efforts.

67. The cordial atmosphere at the opening of the sixteenth session of the National Assembly is to be noted; President Karzai's public commitment to present, in the near future, the fundamental Government policy lines and his submission, on 25 February, of nine ministerial nominees for the Cabinet is a welcome recognition of the Constitutional authorities of different State institutions. Improved executive-legislative relations can help to ensure that this session of the National Assembly is a substantive one, working through a packed legislative agenda and driving real change in the lives of the Afghan people.

68. The emerging national debate on possible modalities and potential outcomes of an Afghan-led peace process has been largely constructive, but there has been concern across the political spectrum about the opacity of efforts in this area and the lack of inclusiveness in the process. There has been official disquiet over what was seen as a lack of consultation on plans to open a Taliban office in a third country; and civil society organizations worry that a peace deal could compromise the achievements of the past 10 years. Continuing discussions on the future functions and leadership of the High Peace Council could offer a way forward, ensuring even greater inclusiveness in the exit process.

69. The United Nations and many of Afghanistan's international partners continue to stress support for a broad-based and inclusive peace process that respects the achievements of the past decades and leads to sustainable peace and enhanced national unity. Human rights, including women's and children's rights, and international obligations must not be viewed as impediments but rather as critical elements of the process. At this point, progress towards peace can be reinforced by effective action to reduce civilian casualties and abuses on all sides.

70. In its resolution 1974 (2011) the Security Council requested me to conduct a comprehensive review of the mandated activities of UNAMA and United Nations

support in Afghanistan with the aim of informing the Council's consideration of the UNAMA mandate in March 2012. A review was also requested in a letter from the Foreign Minister of Afghanistan, Zalmay Rassoul, to which I responded expressing the firm belief that such a course of action offered the Organization an opportunity to further streamline and harmonize the activities of the United Nations family in Afghanistan and clarify the UNAMA mandate and its orientation to current realities, 10 years after the creation of the Mission.

71. With full recognition of Afghan sovereignty and the progress made in the past 10 years, good offices and political outreach in support of Afghan-led processes should become the essence of the UNAMA political mandate at the national and subnational levels. This should continue to encompass initiatives towards regional consensus-building and reconciliation efforts, and could extend to other Afghan-led political processes, supporting their inclusiveness, and the inclusiveness of Afghan institutions. Afghan and international interlocutors have also emphasized the need to continue promoting the capacity of Afghan electoral institutions and the integrity of future electoral processes. As with all Afghan-led processes, UNAMA stands ready, at the request of the Government of Afghanistan, to work on strengthening the capacity of local institutions to effectively fulfil their authority as mandated under the Constitution.

72. Already an important focus of the work of UNAMA and the United Nations, the protection, promotion and fulfilment of the human rights of all Afghans should become increasingly central to the Mission's mandate in the next year and beyond, including in the light of the current issues relating to the protection of civilians, the concerns regarding local security arrangements, the likelihood of progress on social and economic rights in the medium and long term, and the protection and fulfilment of the interests and aspirations of Afghan men, women and children in the context of a peace process.

73. Promoting a coherent international civilian engagement behind the Government's development agenda and programmes remains a priority for the Mission. A concretization, in Chicago and Tokyo, of the mutual commitments defined by the Government of Afghanistan and its international partners in Bonn in 2011 will be necessary to guarantee the success and sustainability of the transition and Kabul processes. UNAMA should continue, including through its role as co-chair of the Joint Coordination and Monitoring Board, to support the Government's efforts towards this end.

74. On the basis of these considerations, which emerged during the extensive consultations — first and foremost with Afghan Government representatives and Council members — held in the context of the review, I recommend that the mandate of UNAMA, which expires on 23 March 2012, be renewed for an additional 12 months. UNAMA continues to play an important role in international support for Afghanistan. The imperatives of the transition process, the developments that have taken place over the past year, and Afghanistan's political and development agenda for 2012 should guide the Mission and its operational activities as outlined above.

75. Other elements of the mandate as set out in Security Council resolution 1974 (2011) and previous resolutions should continue to guide the work of UNAMA. In this respect, and recalling that UNAMA is an integrated mission, the respective mandates and technical competencies of relevant members of the United Nations

family should be leveraged and, wherever pertinent, with an emphasis on coherently enabling and strengthening the role of Afghan institutions to perform their mandated duties to the Afghan people.

76. The practical implementation of the mandate should be accomplished through a continued presence at the subnational level, the size and configuration of which should be determined by my Special Representative on the basis of an assessment of mandated activities and needs on the ground, the capacity and competency to carry out activities and respond to these needs, as well as the requirements for security and support.

77. Finally, I welcome the arrival of my new Special Representative, Ján Kubiš, in Kabul on 17 January. On his second day in Afghanistan, Mr. Kubiš was warmly received by President Karzai. Mr. Kubiš is laying the foundations for a strong partnership with his Afghan and international counterparts. I would also like to reiterate my thanks to all the United Nations national and international staff for their continued dedication, under difficult conditions, to fulfilling our commitments to the people of Afghanistan.

Annex

Progress against benchmarks

I. Security

Benchmark: sustainable Afghan security institutions and processes capable of ensuring peace and stability and protecting the people of Afghanistan

Indicators of progress	*Metrics*
Increase in the number of national police and national army personnel mentored, trained and operational according to an agreed structure	• The army and the police are on track to reach respective 2012 growth figures of 195,000 and 152,000. • The UNDP police perception survey noted a 46 per cent improvement from 2010, compared to a 34 per cent improvement from 2009 in public confidence in the police forces.
Development of and progress in a plan for a phased and conditions-based transition to Afghan security lead	• The first and second tranches of the transition areas were approved by President Karzai on 22 March and 27 November 2011, and the transition implementation plans were launched.

II. Peace, reintegration and reconciliation

Benchmark: national dialogue and regional engagement to pursue constructive and inclusive process to foster a political environment conducive to peace

Indicators of progress	*Metrics*
Development and implementation of inclusive national and regional processes to enhance peace, reintegration and reconciliation efforts	• The November 2011 Traditional Loya Jirga agreed on continuing to pursue dialogue. • As at the end of January 2012, 3,354 anti-Government elements were enrolled in the Afghanistan Peace and Reintegration Programme. An additional 442 were being processed. • As at the end of January 2012, $157.5 million had been deposited in the Afghanistan Reconstruction Trust Fund. Ongoing implementation of the Programme includes: (a) establishment of coordination cells in four line ministries; (b) commencement of the implementation of two demining projects, covering Baghlan, Kunduz and Herat Provinces, and a vocational training programme in Badghis; (c) establishment of the Small Grants Programme, with 27 projects approved; (d) implementation of 160 projects through the National Solidarity Programme.

Indicators of progress	*Metrics*
Increased ability by Afghan authorities to gather and provide substantiated, updated and accurate information to the Security Council Committee established pursuant to resolution 1988 (2011)	• In 2011, the Government of Afghanistan provided information to the Committee, contributing to the removal of 15 names from the list of sanctioned Taliban individuals.
Increased public support for the peace process through engagement at the community level and with civil society	• Two additional provincial peace committees were established, bringing the overall number to 30. Twenty-nine provincial joint secretariat teams were established to implement the Afghanistan Peace and Reintegration Programme. • Reintegration events, including a high-level conference on the Afghanistan Peace and Reintegration Programme in southern Afghanistan, were undertaken at the national and provincial levels. The High Peace Council and the joint secretariat of the Afghanistan Peace and Reintegration Programme were involved. • Official High Peace Council visits were conducted throughout Afghanistan and to Germany, India, Indonesia, the Islamic Republic of Iran, Norway, Pakistan, Turkey, Turkmenistan and the United Arab Emirates. • The United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) provided technical support to the High Peace Council on the adoption of the gender policy for the peace and reconciliation process in Afghanistan and on the development of a workplan for 2012.

III. Governance and institution-building

Benchmark: extension of Government authority throughout the country through the establishment of democratic, legitimate, accountable institutions, down to the local level, with the capacity to implement policies and to be increasingly capable of sustaining themselves

Indicators of progress	*Metrics*
Increased ability by Afghan authorities and independent electoral institutions to manage and conduct genuine and periodic elections, with due regard to women's participation and constitutionally guaranteed quotas	• The Independent Election Commission undertook a lessons learned exercise, drafted a strategic plan and a capacity development and training plan, and commenced work on clarifying and strengthening internal regulations. • The ELECT II project was launched in December 2011. In collaboration with the Independent Election

Indicators of progress	*Metrics*
	Commission, the project will focus on, inter alia, building the capacity of electoral institutions in the intra-electoral period, to include technical and infrastructure capacity; considering options for the future of the voter registry; and conducting outreach to broaden participation.
Establishment of a Monitoring and Evaluation Committee and development of anti-corruption benchmarks	• The Monitoring and Evaluation Committee was established; international and national representatives were selected; and over 60 benchmarks to address corruption at the national level are being prioritized and promoted.
Empowerment of anti-corruption institutions to oversee a whole-of-Government approach to anti-corruption	• The High Office of Oversight coordinated the development and implementation of the Government's action plan to fight corruption. Fifty-four ministries and independent directorates prepared their anti-corruption action plans in 2011, of which 48 were approved by the High Office of Oversight.
	• The National Assembly examined the Audit Law, which ensures the independence of the Control and Audit Office.
Annual publication of asset declarations of public officials	• Approximately 2,500 senior officials from 38 Government institutions (an increase of 505 individuals) registered their assets. The findings were published by national media.
Increased capacity of civil servants at the central, provincial and district levels to discharge functions and deliver services	• The Afghan Civil Service Institute delivered functional training for 2,900 civil servants and enrolled 200 college graduates in Kabul and 400 graduates subnationally in an internship programme.
Increased transparency and effectiveness of civil service appointments	• The Independent Directorate for Local Governance developed terms of reference for provincial and district governors.
	• In accordance with the public administrative reform process, 17 Deputy Governors and 243 District Governor vacancies were announced, and 16 Deputy Governors and 86 District Governors were officially recruited.
Strengthened civil service reform supported by a comprehensive approach to capacity-building and donor-funded technical assistance	• The World Bank, the Independent Administrative Reform and Civil Service Commission and the Ministry of Finance agreed to the five-year capacity-building for results mechanism for the capacity development of middle and senior management civil servants.

Indicators of progress	*Metrics*
	• Preparations for establishing the Civil Service Transitional Trust Fund to develop a sustainable civil service and complement other donor-funded programmes commenced.
Implementation of the subnational governance policy and development of subnational regulatory, financing and budgetary frameworks	• The provincial budgeting policy for line departments to undertake provincial budgeting was developed by the Independent Directorate for Local Governance and the Ministry of Finance and piloted in 5 pilot ministries, via line departments in all 34 provinces.
	• The Law on Local Administration was finalized by the Independent Directorate for Local Governance and submitted to the Ministry of Justice.
	• The Law on the Right to Information drafted by the Independent Directorate for Local Governance was presented to the Ministry of Culture and Information.
	• The basic functions of provincial councils were included in the new draft of the Provincial Council Law.
	• Twenty-two provincial development plans were completed, 31 revenue improvement action plans were formulated and implemented, which, ideally, will enhance planning and budgeting at the local level.
Development and publication of criteria for administrative boundaries	• The Independent Directorate for Local Governance and the Department of Geodesy and Cartography of the Government of Afghanistan requested district authorities to submit information relating to district boundaries. In 2011, four provinces submitted their complete related data.
Establishment of adequate infrastructure for functioning Government institutions, especially at the subnational level	• Reconstruction of administrative buildings in 29 provinces.
	• Construction of provincial council offices in 5 provinces.
	• Construction of district council offices in 46 districts.
	• Construction or rehabilitation of primary courts in 10 districts, across 5 provinces.
Establishment of credible and accessible judicial and penal systems that respect and uphold the human rights of all citizens	• The draft criminal procedure code was reviewed by the Council of Ministers.
	• The three-year national priority programme on law and justice for all underwent extensive consultation for submission to the Joint Coordination Monitoring Board in 2012.

Indicators of progress	*Metrics*
	• The Ministry of Justice increased the number of legal aid offices from 19 in 2010 to 26 in 2011. The number of legal aid lawyers in the Ministry of Justice totalled 97 by November 2011. An additional 35 lawyers were provided to the Ministry's Legal Aid Unit through the justice sector reform programme of the Afghanistan Reconstruction Trust Fund. • The provision of legal aid services by non-governmental organizations increased; in 2010, there were approximately 190 legal aid lawyers and current estimates total approximately 250. • The number of lawyers registered with the Afghanistan Independent Bar Association increased from approximately 928 at the end of 2010 to approximately 1,150 in December 2011. • The Council of Ministers approved a pay and grading reform package for the Office of the Attorney General in December 2011. • On 10 January, the Ministry of Justice formally handed over the Central Prison Directorate to the Ministry of the Interior, pursuant to a Presidential Decree of 17 December 2011. With United Nations partners and other stakeholders, UNAMA is advocating for the Directorate to remain a structure with its own reporting lines to the Minister of the Interior, independent from the Afghan National Police and other departments. The Minister of the Interior reaffirmed his commitment in this regard.

IV. Human rights

Benchmark: improved respect for human rights of Afghans, in line with the Afghan Constitution and international law, with particular emphasis on the protection of civilians, the situation of women and girls, freedom of expression and accountability based on the rule of law

Indicators of progress	*Metrics*
Reduction in the number of incidents of unlawful use of force and intimidation of civilians, through compliance by relevant actors with international law	• In 2011, 3,021 civilians were killed in conflict-related incidents, an increase of 8 per cent compared to 2010. Anti-Government elements were responsible for 2,332 deaths, an increase of 14 per cent compared to 2010. Pro-Government forces were responsible for 14 per cent of civilian deaths, a 4 per cent decrease compared to 2010.

Indicators of progress	*Metrics*
	• ISAF issued two public tactical directives to mitigate civilian casualties, including on night search operations, and two additional internal tactical directives on convoy protection and entry into medical facilities, contributing to better protection of civilians and a reduction in civilian casualties by ISAF.
	• The Taliban issued a number of public statements committing to ensure civilian protection during its operations.
	• UNAMA continued its monitoring and advocacy efforts to raise awareness of international human rights law and international humanitarian law.
Improved awareness by Afghans of their rights and by the Government of its obligations	• UNAMA published five reports on the protection of civilians, implementation of the Law on the Elimination of Violence against Women, treatment of detainees in the custody of the Government, and facilitation of the Afghan People's Dialogue on Peace and related advocacy activities with various stakeholders and media to raise awareness of human rights concerns among the general public.
	• The Government/United Nations action plan for the prevention of underage recruitment, sexual violence and the killing and maiming of children was signed on 30 January 2011, and the inter-ministerial technical working group on children and armed conflict was established.
	• Three decrees to prevent underage recruitment and enhance related disciplinary measures within the Afghan national security forces were issued by the Ministries of the Interior and Defence.
	• Two decrees to raise awareness of the prohibition of child recruitment, torture and attacks on schools and hospitals in Islam were issued by the Ulema Shura (Council of Clerics).
Improved impact of, and support for, legal and policy measures to combat violence against women and girls	• A by-law regulating the operation of women's protection centres was approved. UN-Women is providing technical support to the Ministry of Women's Affairs, provincial offices and civil society organizations in operationalization of the regulations; it also conducted training for directors of women's affairs from 24 provinces.
	• The Law on the Elimination of Violence against Women has been underused by prosecutors. Cases of violence against women are often mediated by local traditional

Indicators of progress	*Metrics*
	dispute resolution mechanisms in violation of the law. (See UNAMA's 2011 report on the Law on the Elimination of Violence against Women.)
	• The UN-Women country office continued to administer the Special Fund for the Elimination of Violence Against Women. Seven of the 17 women's protection centres in Afghanistan are funded from the Special Fund. Total funds disbursed for shelters in 2011 amounted to $742,246.
Improved awareness of, and support for, legal and policy measures related to combating impunity and furthering transitional justice	• The Afghanistan Independent Human Rights Commission finalized its conflict-mapping report on human rights violations in Afghanistan from 1978 to 2001.
	• The action plan for peace, reconciliation and justice has not been revised, despite being a Kabul Conference commitment.
	• Civil society organizations and the Afghanistan Independent Human Rights Commission, with support from UNAMA, conducted the Afghan's People's Dialogue on Peace, soliciting views from more than 1,500 local Afghans on peace, security, transition, the rule of law and impunity.
	• The majority of provincial peace councils are reported not to include fair representation of civil society, women and victims' groups.
	• The joint secretariat of the Afghanistan Peace and Reintegration Programme adopted the standard operating procedures on vetting, but local peace committees are reported to promise amnesties to combatants if they join the Programme.
Government fulfilment of reporting requirements on international human rights covenants and conventions and implementation of the recommendations from the Human Rights Council universal periodic review of Afghanistan	• The Committee on the Rights of the Child considered the initial report of Afghanistan on its implementation of the Convention on the Rights of the Child.
	• UN-Women supported the Government in preparing and submitting its initial periodic report to the Committee on the Elimination of Discrimination against Women for consideration in 2012.
	• With technical support from UNAMA, the Human Rights Support Unit of the Ministry of Justice developed an action plan to implement the 2009 recommendations of the Human Rights Council universal periodic review of Afghanistan.

Indicators of progress	*Metrics*
Increased capacity and commitment of the Government of Afghanistan and the Afghanistan Independent Human Rights Commission, as the Afghan national human rights institution, to respect, protect, fulfil and promote human rights	• The Human Rights Support Unit at the Ministry of Justice became fully functional. It reviewed Afghan legislation for its compliance with the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women. It also conducted gender assessments of all Government ministries. • The Joint Coordination Monitoring Board endorsed the national priority programmes on human rights and civic responsibilities. Its three-year implementation plan was developed. • Although the Government pledged to provide $1 million to the Afghanistan Independent Human Rights Commission, the final 2011/2012 budget submitted to the Parliament allocated only half the pledged amount and failed to regularize the Commission's legal status within the overall budget framework. • The Afghanistan Independent Human Rights Commission conducted a self-assessment of its organizational and operational capacity to enhance future capacity development. • The National Directorate of Security established a Human Rights Unit to investigate allegations of detainee abuse and torture.

V. Economic and social development

Benchmark: Government policies supported by the international community that promote sustainable economic growth and contribute to overall stability

Indicators of progress	*Metrics*
National priority programmes are designed and implemented with international support and endorsement	• A total of 11 of the 22 national priority programmes, have been endorsed by the Joint Coordination Monitoring Board. • The Government's 100-day reporting system was tested throughout the year, informing donors about progress made with respect to the national priority programmes action plans. • The Afghanistan Reconstruction Trust Fund received funding from donors after the approval of the International Monetary Fund programme, which includes on-budget support to the national priority programmes.

Indicators of progress	*Metrics*
	• UN-Women is supporting the Ministry of Rehabilitation and Rural Development in developing a national strategy on women's economic security and rights; it also organized a workshop for senior Ministry staff on gender and economic empowerment.
More equitable distribution of development assistance and Government expenditure throughout Afghanistan	• A provincial budgeting pilot was launched in 2010 to incorporate needs assessed at the provincial level into the national budget. Each province may receive up to $2.5 million in the upcoming 2012/2013 budget.
	• The Ministry of Finance undertook an independent review of the public finance management capacity in 14 ministries to examine options for improved budget implementation.
Increased revenue collection and sustainable growth based on Afghan resources	• Domestic revenue collection exceeded its 2011/2012 target by 11.8 per cent in the past 12 months. Tax revenues exceeded the previous year but fell behind the target. Custom duties exceeded those collected in 2010/2011, both actual and target. Non-tax revenues were higher than at the same time in 2010/2011 and higher than target, essentially due to the first receipts from the Aynak copper mine. Preliminary data suggest that growth in 2012 will be lower than in the previous year (8.4 per cent, but still strong).
	• The Extractive Industries Transparency Initiative multi-stakeholder group met eight times in 2011, and an independent audit company was selected by the Government of Afghanistan to validate the regular compliance reports.
	• Civil society groups are members of the Extractive Industries Transparency Initiative multi-stakeholder group, and the draft Access to Information Law includes provisions on public access to mining data.

VI. Regional cooperation

Benchmark: sustained and effective regional coordination in support of prosperity, peace and stability

Indicators of progress	*Metrics*
Improved coordination of regional bodies and increased regional investments	• The regional cooperation working group established by the International Contact Group met on 3 June 2011, reaffirming commitment to Afghanistan's stability and economic prosperity.

Indicators of progress	*Metrics*
	• The Istanbul Conference for Afghanistan: Security and Cooperation in the Heart of Asia was held on 2 November 2011, following which the Deputy Minister for Foreign Affairs of Afghanistan circulated a concept paper with 12 confidence-building measures (43 measures were presented at the Istanbul Conference) to deepen regional cooperation.
	• On 12 June 2011, the Afghanistan-Pakistan Transit Trade Agreement was made operational.
	• Tripartite meetings among Afghanistan, Pakistan and the United States of America resumed on 3 May 2011, but were suspended again following the murder of Burhanuddin Rabbani.
	• Afghanistan and India signed a partnership agreement covering political and security cooperation; trade and economic cooperation; capacity development and education; and social, cultural and civil society relations.
	• The Russian Federation committed $500 million for the Central Asia-South Asia Electricity Trade and Transmission Project at the 10th meeting of the Council of the Heads of Government of the Shanghai Cooperation Organization.
	• At its meeting in January 2012, the Afghanistan-Pakistan Joint Economic Commission agreed to set forth a time-bound road map of steps to enhance cooperation on energy transfer and road links among Central Asia, Afghanistan and Pakistan.
	• At a summit in Tehran in June 2011, the Presidents of Afghanistan, the Islamic Republic of Iran and Pakistan signed a declaration on strengthening joint counter-narcotic and counter-terrorism efforts and on expanding political, security, economic and cultural cooperation.
	• In January 2012, Afghanistan and the Islamic Republic of Iran signed a memorandum of understanding to increase cooperation in the customs, banking and insurance sectors, and anti-smuggling measures.
	• In September 2011, Afghanistan and Kazakhstan signed an agreement on expanding trade between the two countries.
	• The Afghanistan-Tajikistan "energy bridge" — an electric transmission line connecting the Sangtuda hydroelectric power plant in Tajikistan to Baghlan, Afghanistan — was inaugurated in October.

Indicators of progress	*Metrics*
	• Trilateral talks among Afghanistan Kyrgyzstan and Tajikistan were held in Dushanbe, Tajikistan, in January 2012 to organize counter-narcotics efforts, exchanging timely information and training professional specialists.

VII. Partnership between the Government of Afghanistan and the international community

Benchmark: coherent support by the international community for Afghan priorities within an Afghan-led coordination framework

Indicators of progress	*Metrics*
Increased percentage of aid aligned with the Afghanistan National Development Strategy and Government priorities	• The Government announced the adoption of the New Deal for Engagement in Fragile States, endorsed at the Fourth High-Level Forum on Aid Effectiveness, as its new framework for aid management. • The Government aid management policy is under revision, to improve alignment with the outcomes of the Bonn and Busan Conferences and with the current development context and aid environment. • The Development Cooperation Dialogue, an annual engagement between the Ministry of Finance and donors to discuss a financing envelope and agree on alignment with key priorities, is to begin in March 2012. Alignment with national priority programmes will be assessed.
Improved accountability of procurement and contracting on behalf of the Government and the international community	• Recommendations from the Working Group on Contracting of the Office of the National Security Council were submitted to the Office of the President.
Strengthening of the Joint Coordination Monitoring Board in support of the Kabul process and as a means of regular review of progress on Afghan priorities and mutual commitments	• The Joint Coordination Monitoring Board was reconfirmed as the key high-level coordination mechanism in Afghanistan after initiatives such as endorsement of the national priority programmes were agreed upon.

VIII. Counter-narcotics

Benchmark: sustained trend in the reduction of poppy cultivation, narcotics production and drug addiction

Indicators of progress	*Metrics*
Decrease in poppy cultivation, narcotics production and addiction rates	• Poppy cultivation in Afghanistan reached 131,000 hectares, 7 per cent higher than in 2010. Seventy-eight per cent of cultivation was concentrated in Daikundi, Helmand, Kandahar, Uruzgan and Zabul Provinces in the south, and 17 per cent in Badghis, Farah and Nimroz Provinces in the west.
	• The number of poppy-free provinces decreased from 20 in 2010 to 17 in 2011, as Baghlan, Faryab and Kapisa Provinces lost their poppy-free status.
	• Potential production in 2011 is expected to reach 5,800 tons, up 61 per cent from 3,600 tons produced in 2010.
	• Drug treatment provision increased marginally and more treatment options are available, including community-based outpatient and aftercare.
	• The Government's new drug demand reduction policy and HIV/AIDS prevention and care policy were completed to address increasing addiction rates and associated harm in the country.
Increase in effective interdiction and counter-trafficking efforts	• In 2011, counter-narcotics police officers conducted 1,807 operations, resulting in seizures of 52,839 kg of opium, 32,793 kg of heroin, 57,968 kg of hashish, 29,374 kg of morphine and 112,237 kg of precursor chemicals. A total of 963 suspects, including 7 foreign nationals, were arrested.
	• Under Operation TARCET III (Targeted Anti-Trafficking Regional Communication, Expertise and Training Initiative), Afghan authorities made the largest precursor seizures of all the countries in the region participating in the operation. This included 23,000 kg of acetic anhydride (three cases) which, in an important breakthrough, were seized at an international border crossing into Afghanistan, enabling the launching of backtracking investigations. The Islamic Republic of Iran and Tajikistan also reported seizures of acetic anhydride (1,330 kg and 404 kg respectively). An additional 19,000 kg of other chemicals were also seized during the operation.

Indicators of progress	*Metrics*
Increased in licit agriculture and related private capital investment in areas previously used for poppy cultivation	• The monitoring mechanism on counter-narcotics within the Joint Coordination Monitoring Board is being refined to measure the increase in licit agriculture and related private capital investment within the framework on national priority programmes.

United Nations A/66/731–S/2012/134

General Assembly
Security Council

Distr.: General
6 March 2012

Original: English

General Assembly
Sixty-sixth session
Agenda item 109
Measures to eliminate international terrorism

Security Council
Sixty-seventh year

Letter dated 2 March 2012 from the Permanent Representative of Belarus to the United Nations addressed to the Secretary-General

I have the honour to bring to your attention the information of the Republic of Belarus on the contribution of Belarus to the strengthening of global nuclear security (see annex).

I should be grateful if you would have this letter and its annex circulated as a document of the General Assembly, under agenda item 109, and of the Security Council.

(*Signed*) Andrei **Dapkiunas**

12-25371 (E) 070312 070312

Please recycle

Annex to the letter dated 2 March 2012 from the Permanent Representative of Belarus to the United Nations addressed to the Secretary-General

[Original: Russian]

The contribution of Belarus to strengthening global nuclear security

Nuclear terrorism is one of the most serious and pernicious threats facing the world today, representing a challenge that requires a coordinated international response in order to prevent nuclear material from falling into the hands of terrorists.

Belarus is a responsible and consistent partner in efforts to counter nuclear terrorism and to maintain the security of nuclear material. It actively participates in all relevant international mechanisms, and rigorously fulfils all of its international obligations.

Belarus is a party to all major international agreements and instruments aimed at countering nuclear terrorism. In 1993, Belarus completed the process of succession to the Convention on the Physical Protection of Nuclear Material, and in 2007 it ratified the United Nations International Convention for the Suppression of Acts of Nuclear Terrorism.

Belarus supported the adoption of United Nations Security Council resolution 1540 (2004) on countering the proliferation of weapons of mass destruction, and in 2004 and 2005 it submitted reports to the Council on measures adopted at the national level towards that end. Currently, Belarus, with the assistance of the Security Council Committee established pursuant to resolution 1540 (2004) and the Organization for Security and Cooperation in Europe (OSCE), is establishing a framework or "road map" for the further implementation of the resolution.

Since 2009, Belarus has participated in the Global Initiative to Combat Nuclear Terrorism (GICNT), which aims to develop the infrastructure needed to account for and ensure the physical protection of nuclear and radioactive material, to enhance the capacity to detect and investigate instances of nuclear smuggling, and to increase the protection of civilian nuclear sites.

As a country which possesses a significant amount of nuclear material, Belarus devotes considerable attention to the realization of concrete and practical steps to ensure nuclear security at the national level. Belarus was the first country in the world to voluntarily give up the nuclear weapons located on its territory, and it acceded to the Nuclear Non-Proliferation Treaty as a non-nuclear State. In accordance with its obligations under that Treaty, Belarus concluded a safeguards agreement with the International Atomic Energy Agency (IAEA). All nuclear material located in Belarus is covered by those IAEA safeguards.

In 2000 and 2009, Belarus hosted IAEA advisory missions relating to physical protection, and it has fully implemented their recommendations. It has worked with IAEA to formulate and implement a 2011-2013 interregional plan for the physical protection of nuclear material. Technical assistance projects aimed at strengthening the physical safety of nuclear material located in the country are likewise being implemented.

Having made significant contributions to the strengthening of international security as a whole, and to countering the threat of international nuclear terrorism in particular, Belarus welcomes the efforts and initiatives of other States in this sphere.

United Nations S/2012/135

Security Council

Distr.: General
6 March 2012

Original: English

Letter dated 6 March 2012 from the Secretary-General addressed to the President of the Security Council

I have the honour to convey to you a letter dated 14 February 2012 from the Chairperson of the African Union Commission, Mr. Jean Ping (see annex), forwarding a memorandum of understanding on non-aggression and cooperation, which was signed by the Governments of South Sudan and the Sudan under the auspices of the African Union High-level Implementation Panel during the latest round of talks on 10 February 2012 (see enclosure).

I should be most grateful if you would bring the present letter and its attachments to the attention of the members of the Security Council.

(*Signed*) **BAN** Ki-moon

12-25383 (E) 090312

Please recycle

Annex

Letter dated 14 February 2012 from the Chairperson of the African Union Commission addressed to the Secretary-General

I am writing to formally inform you that, following the second meeting of the Joint Political and Security Mechanism, held in Addis Ababa on 10 February 2012, under the facilitation of the African Union High-level Implementation Panel, the Government of the Republic of the Sudan and the Government of Republic of South Sudan have signed a memorandum of understanding on non-aggression and cooperation.

As you are aware, the Joint Political and Security Mechanism was established in 2011 as the first intergovernmental mechanism between the Sudan and the newly independent Republic of South Sudan. Meeting at the ministerial level, it addresses security concerns between the two countries in order to foster confidence and reduce the likelihood of security issues escalating into conflict.

The memorandum of understanding on non-aggression and cooperation includes a commitment by the two States to respect each other's sovereignty and territorial integrity, a commitment to non-interference in the internal affairs of the other and the rejection of the use of force, as well as a commitment to equality and mutual benefit, and peaceful coexistence.

In addition to the memorandum of understanding, the two States also adopted a number of other decisions on steps to reduce tension along their common border. In particular, they agreed to the immediate activation of the Joint Border Verification and Monitoring Mission, which would have the task of monitoring the Secure Demilitarized Border Zone between the two countries and investigate any allegations of violation by the two States. They also agreed to the establishment of mechanisms and procedures to investigate allegations and counter-allegations against either State in areas beyond the border. The next meeting of the Joint Political and Security Mechanism will be held in Juba on 8 March 2012.

In the context of the heightened tension between the two countries, the speedy and full implementation of the memorandum of understanding will significantly contribute to the promotion of peace and the reduction of the likelihood of conflict.

I am attaching, herewith, the memorandum of understanding on non-aggression and cooperation, as well as the record of decisions of the meeting of the Joint Political and Security Mechanism. I would be most grateful if you could circulate this letter and the attached documents as a Security Council document, for the information of the members of this organ.

The African Union High-level Implementation Panel is pursuing its efforts to assist both parties, in the context of the negotiations that started in Addis Ababa on 12 February 2012, to reach an agreement on all outstanding issues. The informal interactive dialogue with the Security Council scheduled for 27 February 2012 will provide an opportunity for the Panel to provide an update on the negotiation process and other aspects of its work.

As we intensify our efforts to resolve the outstanding issues in the relations between the two countries, it is critical that the international community, including the Security Council, continue to fully support the efforts of the African Union

High-level Implementation Panel. Allow me, in this respect, to reiterate our appreciation for the invaluable contribution of your Special Envoy, Haile Menkerios, and his team and their excellent cooperation with the Panel.

(*Signed*) Jean **Ping**

Enclosure*

Memorandum of Understanding on Non-aggression and Cooperation ("this Memorandum")

between

The Government of the Republic of the Sudan

and

The Government of the Republic of South Sudan

(hereinafter "the Parties" or "the two States")

The Parties:

Recognizing the need to construct, promote and sustain a manually supportive relationship between the Republic of the Sudan and the Republic of South Sudan,

Recalling the agreed principle of promoting the mutual viability of the two States, and affirming the commitment of the two States to maintain a secure Sudan and South Sudan,

Further affirming their commitment to implementing the African Union Constitutive Act, and the United Nations Charter, and relevant principles of International Law, including the Vienna Convention on the Succession of States in Respect of Treaties of 1978, and International Humanitarian Law, generally

Welcoming and respecting the admission and recognition of the Republic of South Sudan as the 193rd member of the United Nations pursuant to General Assembly Resolution A/RES/65/308 of 14th July 2011

Committed to Implementing the Khartoum Consolidation Document of 19th September 2011.

Agree as follows:

Part I

Non-Aggression

Article 1
Definition of Aggression

For purposes of this Memorandum, "aggression" means: "the use of armed force or the conduct of any other hostile act by a State or other entity against the sovereignty, territorial integrity or political independence of another State"

* The Memorandum of Understanding received by the Secretariat was initialled on each page.

Article 2
Principles of good neighbourliness and non-aggression

The two States agree to abide by the following principles of good neighbourliness and non-aggression:

1) Respect for each other's sovereignty and territorial integrity

2) Non-interference in the internal affairs of the other State

3) Rejection of the use of force in conducting their relations in accordance with the principles enshrined in the African Union and United Nations charters

4) Equality and mutual benefit

5) Peaceful co-existence

Part II

Elaboration of the Principles

Article 3
Respect for each other's sovereignty and territorial integrity

1) Neither State shall violate the territorial integrity of the other State

2) Each State shall respect the sovereignty of the other State in all respects, including its political independence

Article 4
Non-interference in the internal affairs of the other State

1) Each State shall refrain from interfering in the internal governance of the other State including in legislative, executive functions

2) Neither State shall support political parties, other political actors, or opposition armed groups and movements, within the other State

3) Each State shall refrain from carrying out military acts and espionage activities against the other State

4) Neither State shall enter into an alliance with, or provide support to, a third party for purposes of undermining the integrity and interests of the other State

Article 5
Rejection of the use of force in conducting their relations

1) The two States shall conduct their relations on the basis of mutual non-aggression and shall resolve any disputes that might arise between them exclusively through peaceful means

2) Each State shall refrain from launching any attack including bombardment against the territory of other State, neither shall the State invade, occupy or annex, however temporarily, the territory of the other State

3) Neither State shall conduct overflight of the airspace of the other State without the prior formal agreement of that State

4) Neither State shall allow its territory to be used by another State, or by any armed group or movement to conduct any acts of aggression or to undertake military acts or other subversive activities against the territory of the other State

5) Neither State shall harbour or provide any form of support to armed groups, mercenaries, terrorist organizations, or other organized transnational criminal groups which may carry out hostile acts against the other State

6) Neither State shall provide technological assistance, intelligence or training of any kind to another State or other entity which may be used in committing acts of aggression against the other State

7) The two States undertake to cooperate with each other to combat trans-boundary crimes and criminal acts

Article 6
Equality and Mutual Benefit

1) The two States shall conduct their relations, and cooperate on the basis of equality and the promotion of their mutual benefit

2) Accordingly, each State shall refrain from blockading agreed corridors of movement, ports, coastlines, rivers, or airspace of the other State in accordance with the principles of International Law

Article 7
Peaceful Co-existence

1) Each State shall maintain diplomatic relations with the other State, including establishment of diplomatic missions

2) To ensure peace, stability and security, the two States shall maintain such joint mechanisms for fostering political and security cooperation between them as they may agree, including the Joint Political and Security Mechanism (JPSM)

Article 8
Observation of Implementation

1) The two States hereby authorize the JPSM to oversee their compliance with this Memorandum. The Parties may adopt further mechanisms and principles to enable the JPSM to carry out this function

2) In the event of any dispute arising in the implementation of this Memorandum, the two States shall seek to resolve the matter amicably through the JPSM

Article 9
Amendment and Termination

1) This Memorandum may be amended by the mutual consent of the Parties

2) If either State wishes to terminate this Memorandum it shall give the other State notice of its intention to do so. After the expiry of sixty days from date of such notification, the Memorandum shall be deemed to be terminated

Done in Addis Ababa, this 10th Day of February, 2012:

(*Signed*) 1st Lt. Gen. Mohamed Atta Elmula **Abass**
Director General for National Intelligence and Security Services
On behalf of the Republic of the Sudan

(*Signed*) Maj. Gen. Thomas Duoth **Guet**
Director General for General Intelligence Bureau
On behalf of the Republic of South Sudan

In the presence of:

(*Signed*) Thabo Mvuyelwa **Mbeki**
Chairperson, African Union High Level Implementation Panel
Facilitator of the Negotiations

Record of Decisions
Meeting of Joint Political Security Mechanism
Addis Ababa, 10 February 2012

Agenda Item 1

1. The two States shall respect existing agreements relating to the composition of the JPSM and therefore in future meetings, each delegation shall be led by either one of the Ministers of Defence, Interior or Foreign Affairs

2. Both States adopted the agenda as prepared by the Joint Secretariat

Agenda Item 2

1. The JBVMM will be immediately established.

2. The AUHIP will request the two Presidents to allow the JPSM to receive a briefing on Abyei.

3. The issue of the map will be addressed by the AUHIP to the two Presidents.

Agenda Item 3

1. The JBVMM will address allegations and counter allegations related to the border area.

2. The JPSM agreed to address allegations and counter allegations in areas beyond the border through the Joint Secretariat to ad-hoc sub-committees.

Agenda Item 4

1. The JPSM discussed and agreed an MOU on Non-Aggression and Cooperation.

Agenda Item 5

1. The JPSM agreed that the MOU on Non-Aggression and Cooperation would come into immediate effect upon signature.

Agenda Item 6

1. JPSM agreed that the next meeting would be held on 8th March 2012 in Juba, cost met by the two States.

(*Signed*) 1st Lt. Gen. Mohamed Atta Elmula **Abass**
Director General for National Intelligence and Security Services
On behalf of the Republic of the Sudan

(*Signed*) Maj. Gen. Thomas Duoth **Guet**
Director General for General Intelligence Bureau
On behalf of the Republic of South Sudan

In the presence of:

(*Signed*) Thabo Mvuyelwa **Mbeki**
Chairperson, African Union High Level Implementation Panel
Facilitator of the Negotiations

Annex to the letter dated 4 March 2012 from the Permanent Representative of China to the United Nations addressed to the Secretary-General

[Original: Chinese and English]

A leading official of the Ministry of Foreign Affairs makes remarks to further elaborate on China's position on the political resolution of the Syrian issue

China follows closely the developments of the situation in Syria, firmly maintains that the current crisis should be resolved through political dialogue in a peaceful and appropriate manner, and has made unremitting efforts to this end.

It is deeply worrying that the situation in Syria remains grave. Violent clashes are continuing, political dialogue still cannot start, and the prospects of a peaceful settlement to the crisis are still dim. China is a responsible country and a friend of the Arab people, including the Syrian people. China adheres to the purposes and principles of the Charter of the United Nations and the basic norms governing international relations. China is committed to upholding the independence, the sovereignty, the unity and the territorial integrity of Syria, peace and stability in the Middle East, and peace and tranquillity of the whole world. In order to realize a political settlement of the Syrian issue at an early date, China advocates and appeals for the following:

1. The Syrian Government and all parties concerned should immediately, fully and unconditionally cease all acts of violence, particularly violence against innocent civilians. Various factions in Syria should express political aspirations through non-violent means.

2. The Syrian Government and various factions should bear in mind the long-term and fundamental interests of their country and people, immediately launch an inclusive political dialogue with no preconditions attached or outcome predetermined through impartial mediation of the Joint Special Envoy of the United Nations and the Arab League, agree on a comprehensive and detailed road map and timetable for reform through consultation and implement them as soon as possible with a view to restoring national stability and public order.

3. China supports the leading role of the United Nations in coordinating humanitarian relief efforts. China maintains that, under the precondition of respecting Syria's sovereignty, the United Nations or an impartial body acceptable to all parties should make an objective and comprehensive assessment of the humanitarian situation in Syria, and ensure the delivery and the distribution of humanitarian aid. China is ready to provide humanitarian assistance to the Syrian people. We oppose anyone interfering in Syria's internal affairs under the pretext of "humanitarian" issues.

4. Relevant parties of the international community should earnestly respect the independence, the sovereignty, the unity and the territorial integrity of Syria and the right of the Syrian people to independently choose their political system and development path, create conditions and provide necessary and constructive assistance for the various political factions of Syria to launch dialogue, and respect

the outcome of dialogue. China does not approve of armed interference or pushing for "regime change" in Syria, and believes that use or threat of sanctions does not help to resolve this issue appropriately.

5. China welcomes the appointment of the Joint Special Envoy on the Syrian crisis by the United Nations and the Arab League and supports him in playing a constructive role in bringing about the political resolution of the crisis. China supports the active efforts made by the Arab states and the Arab League to promote a political solution to the crisis.

6. Members of the Security Council should strictly abide by the purposes and principles of the Charter of the United Nations and the basic norms governing international relations. As a permanent member of the Security Council, China is ready to earnestly fulfil its responsibilities and to engage in even-handed, patient and full consultation with other parties on the political solution to the Syrian crisis in an effort to safeguard the unity of the Security Council.

of the Arab civilians who are suffering under the occupation; and its refusal to implement the hundreds of resolutions that have been adopted by the United Nations in that regard. That issue is also directly linked to the core responsibility of the Security Council, namely, to maintain global peace and security, and the reason for an agenda item to have been devoted to the situation in the Middle East. That item has remained on the agenda for many long decades without being resolved. Now, certain parties are trying to draw a veil over that issue and to cover up the failure to resolve it, by bringing into Security Council discussions internal affairs that exceed the scope of the agenda item.

2. It is extremely unfortunate that Mr. Pascoe made no mention in his briefing of the situation in the occupied Syrian Golan, which Israel persists in refusing to return to Syria, the nation of which it is part, refusing to comply with the resolutions of international legitimacy and, in particular, Security Council resolution 497 (1981). Israel also continues to pursue terrorist and repressive policies towards the Syrian citizens who are subjected to occupation in the Golan. Furthermore, as part of their continuing campaign to extirpate the ties of occupied Golan with Syria and completely divide it from the Syrian geographical entity of which it is an integral part, the Israeli occupying authorities are building a racist separation barrier in the Golan, to the east of the town of Majdal Shams, as we have informed the Secretary-General in a number of official letters. We have also repeatedly drawn the attention of the United Nations Secretariat and the Secretary-General's staff to the danger of omitting the issue of the Golan from Secretariat briefings on the agenda item on the situation in the Middle East; unfortunately, to no avail. It is both unacceptable and astonishing that the Secretariat should fail to make any mention in its briefings of Israel's continued violation of the human rights of the Syrians who are suffering grievously under the occupation or its continued grave violations of international law. It is as if none of those violations have ever taken place, or as if Israel has ended its occupation of the Golan! It is as if the Syrians in the occupied Golan, who are living under the most repugnant occupation, do not deserve even the smallest part of the attention which the Secretariat pays in its briefing to the situation in Syria!

3. In his briefing, Mr. Pascoe unfortunately adopted the account proffered by the terrorist groups of what is taking place in Syria, and made no mention of the genuine reforms that are being carried out in Syria, which culminated in the adoption of a new constitution. That Constitution provides for the establishment of the modern Syrian democratic State, which will be based on the rule of law, the equality of all citizens and political and economic pluralism; protect general freedoms; and exercise authority democratically through the ballot box. The briefing quite unjustly ascribes full responsibility to the Government of Syria for the painful events that are taking place there, on the basis of misleading information for which there is no evidence and which lacks all credibility. At the same time, it mentions the operations carried out by the armed groups, but ignores the fact that those terrorist groups are responsible for acts that include killing, sabotage, and the destruction of infrastructure by attacking institutions and destroying public and private property; destroying oil and gas pipelines, the railways, the facilities that provide public services to citizens; and the indiscriminate killing of civilians, soldiers, and those who maintain public order. Their actions in recent months have caused substantial human and material losses in Syria. Unfortunately, it appears that the Secretariat has heard nothing about those criminal acts, despite the fact that the

Government of Syria has sent it scores of official communications setting forth documented information on those acts which was corroborated in the report of the League of Arab States observer mission. Given that Mr. Pascoe has adopted the points of view of all Syria's enemies, why did he not mention the statements made by the Minister for Foreign Affairs of the Kingdom of Saudi Arabia, the Prime Minister of Qatar and certain Western States, or indeed, the statements made by Al-Qaida leader Ayman Zawahiri, concerning the fact that they are supporting and arming the terrorist groups in Syria? It is one of the responsibilities of the Security Council, in order to maintain regional and global peace and security, to condemn and punish such statements, on the basis that they represent incitement, support and financing for terrorism, killing and destruction.

I should be grateful if you would have the present letter issued as an official document of the Security Council.

(*Signed*) Bashar **Ja'afari**
Ambassador
Permanent Representative

United Nations S/2012/138

Security Council

Distr.: General
7 March 2012

Original: English

Letter dated 7 March 2012 from the Secretary-General to the President of the Security Council

Pursuant to Security Council resolutions 1575 (2004), 1639 (2005), 1722 (2006), 1785 (2007), 1845 (2008), 1895 (2009), 1948 (2010) and 2019 (2011), I have the honour to transmit the attached letters dated 9 December 2011 and 24 February 2012, which I received from the High Representative of the European Union for Foreign Affairs and Security Policy, Ms. Catherine Ashton, transmitting in turn the combined twenty-fourth and twenty-fifth quarterly reports, and the twenty-seventh and twenty-eighth quarterly reports, on the activities of the European Union military mission in Bosnia and Herzegovina (see annexes I and II). The reports cover the periods from 1 September 2010 to 28 February 2011, and from 1 June to 31 August 2011 and from 1 September to 30 November 2011, respectively.

I should be grateful if you would bring the present letter and its annexes to the attention of the members of the Security Council.

(*Signed*) **BAN** Ki-moon

12-25514 (E) 140312

Please recycle

Annex I

Letter dated 9 December 2011 from the High Representative of the European Union for Foreign Affairs and Security Policy addressed to the Secretary-General

In accordance with Security Council resolutions 1575 (2004), 1639 (2005), 1722 (2006), 1785 (2007), 1845 (2008), 1895 (2009) and 1948 (2010), please find attached the twenty-seventh quarterly report on the activities of the European Union military mission in Bosnia and Herzegovina to the Council (see enclosure).

(*Signed*) Catherine **Ashton**

Enclosure

Report of the High Representative of the European Union for Foreign Affairs and Security Policy on the activities of the European Union military mission in Bosnia and Herzegovina

I. Introduction

1. The present report covers the period 1 June 2011 to 31 August 2011.

2. In its resolutions 1575 (2004), 1639 (2005), 1722 (2006), 1785 (2007), 1845 (2008), 1895 (2009) and 1948 (2010), the Security Council requested that Member States, acting through or in cooperation with the European Union, report to the Council on the activities of the European Union military mission in Bosnia and Herzegovina (EUFOR), through the appropriate channels and at least at three-month intervals. This is the twenty-seventh such report.

II. Political background

3. During the reporting period, there has been limited overall progress in Bosnia and Herzegovina. A State-level council of ministers has not yet been formed and the political environment continues to suffer as a result. Although the main political parties intensified consultations, their disagreement on the distribution of the seats within the council of ministers and on key reform issues prevented an agreement. In the meantime, the former Council of Ministers continued to function in its caretaker capacity, and thereby continued to pass and adopt legislation.

4. There has been limited progress in addressing priorities from the European Union integration agenda. The delay in formation of the authorities resulted in a postponement in the adoption of key pieces of legislation. Under the Interim Agreement and the not-yet-implemented Stabilization and Association Agreement, Bosnia and Herzegovina has to adopt a State-level State-aid law. Similarly, a credible effort is required to bring its constitution in line with the December 2009 ruling of the European Court of Human Rights. After months of inactivity, the Council of Ministers decided to set up a new working group to implement the 2009 European Court of Human Rights ruling on the Sejdić-Finci case. Similarly, the conduct of a census would be important for achievement of further progress on the European Union integration path. Anchoring the European Union agenda in the local political process and facilitating progress in these key areas, will be among the priorities of the reinforced single European Union presence on the ground. As of 1 September, Peter Sorensen has taken up office as European Union special representative and head of the European Union delegation to Bosnia and Herzegovina.

5. Nationalist rhetoric continued to prevail on all sides and the political leaders of Republika Srpska continued to question the legitimacy of institutions of Bosnia and Herzegovina. The decision to hold a referendum on the State-level judiciary, and on decisions taken by the High Representative of the international community in Bosnia and Herzegovina, was annulled after intensive international engagement and facilitation efforts by High Representative and Vice-President of the European Commission, Catherine Ashton.

6. Within the framework of the stabilization and association process, the European Union launched the "structured dialogue on justice" in June 2011. The dialogue will be a long-term instrument under the framework of the stabilization and association process. The main objective of this dialogue is to support the consolidation of the rule of law and the establishment of an independent, effective, impartial and accountable judicial system across the whole of Bosnia and Herzegovina in line with the European Union-acquis and standards.

III. Security situation and EUFOR activities

7. The overall security situation in Bosnia and Herzegovina remained calm and stable throughout the reporting period. Inflammatory nationalistic rhetoric continued, but it had no impact on the safe and secure environment. The economic situation in Bosnia and Herzegovina remained unfavourable, leading to social tension. The political stalemate, and economic and financial problems, if not addressed in an appropriate manner, could become of increasing concern. Inter-ethnic incidents increased significantly during the reporting period compared with 2010. The majority of attacks had religious overtones.

8. Despite the recurring political difficulties, the law enforcement agencies have always proved capable of dealing with threats to the safe and secure environment; and EUFOR has never been called upon to restore or assist in restoring the safe and secure environment. The annual commemoration of the Srebrenica genocide (11 July 2011), with approximately 40,000 participants, took place in a peaceful atmosphere. No relevant security incidents were reported.

9. The arrest of Goran Hadzic was followed by a number of minor incidents, mainly in Republika Srpska, and various political actors have sought to exploit Hadzic's arrest to advance their respective agendas. No significant incidents or violent protests that threatened the safe and secure environment were reported.

10. A force of some 1,300 EUFOR troops is concentrated in Sarajevo, with liaison and observation teams deployed throughout Bosnia and Herzegovina. EUFOR continued to implement its key military tasks and key supporting tasks of supporting the efforts of Bosnia and Herzegovina to maintain the safe and secure environment; and capacity-building and training support to the Armed Forces of Bosnia and Herzegovina. It also continued to support the law enforcement agencies of Bosnia and Herzegovina in the fight against organized crime in close cooperation with the European Union police mission; and the International Tribunal for the Former Yugoslavia in the search for persons indicted for war crimes.

11. Implementation of the non-executive capacity-building tasks continued during the reporting period. Twenty-two mobile training teams were deployed to Bosnia and Herzegovina to provide specific training support to the Armed Forces of Bosnia and Herzegovina following international standards. EUFOR continued to participate in combined capacity-building and training meetings together with representatives of North Atlantic Treaty Organization headquarters Sarajevo and the Armed Forces of Bosnia and Herzegovina. The implementation of the capacity-building tasks is considered a success and contributes to the improvement of the quality and expertise of the units of the Armed Forces.

12. EUFOR continued to monitor, mentor and advise in order to enhance the self-sustainability of capabilities of Bosnia and Herzegovina. In this context, EUFOR continued monitoring activities related to ammunition and weapons storage sites, civilian and military movement of weapons and military equipment, disposal of surplus weapons and ammunition, and defence industry factories.

IV. Outlook

13. The security situation is expected to remain stable, despite the prospects of continuing political difficulties.

Annex II

Letter dated 24 February 2012 from the High Representative of the European Union for Foreign Affairs and Security Policy addressed to the Secretary-General

In accordance with Security Council resolutions 1575 (2004), 1639 (2005), 1722 (2006), 1785 (2007), 1845 (2008), 1895 (2009), 1948 (2010) and 2019 (2011), please find attached the twenty-eighth quarterly report and the combined twenty-fourth and twenty-fifth reports to the Council on the activities of the European Union military mission (EUFOR) in Bosnia and Herzegovina (see enclosures I and II).

(*Signed*) Catherine **Ashton**

Enclosure I

Report of the High Representative of the European Union for Foreign Affairs and Security Policy on the activities of the European Union military mission in Bosnia and Herzegovina

I. Introduction

1. The present report covers the period from 1 September 2011 to 30 November 2011.

2. In its resolutions 1575 (2004), 1639 (2005), 1722 (2006), 1785 (2007), 1845 (2008), 1895 (2009), 1948 (2010) and 2019 (2011), the Security Council requested that Member States, acting through or in cooperation with the European Union, report to the Council on the activities of the European Union military mission in Bosnia and Herzegovina (EUFOR) at least at three-month intervals. This is the twenty-eighth such report.

II. Political background

3. During the reporting period, the political and economic situation continued to deteriorate, in the absence of a State-level council of ministers and a 2011 budget. The reform process stagnated. State institutions have been funded under a restricted temporary financing mechanism since January, and key institutions for the process of European integration are not yet functional. International credit-rating agencies have downgraded Bosnia and Herzegovina, citing the difficult political situation. Recorded unemployment of the workforce was estimated at approximately 43 per cent at the end of June 2011, while foreign direct investment in the first half of 2011 had decreased by 19.5 per cent over the same period in 2010.

4. The 2011 European Union progress report of 12 October stated that Bosnia and Herzegovina is the only country in the region in which little progress has been made on the European Union integration and structural reform agendas, owing to the political stalemate following the 2010 election.

5. Despite initial positive signals, progress was limited on the three European Union agenda priorities: the adoption of State-aid law; census law; and the implementation of the Sejdić-Finci ruling of the European Court of Human Rights. The delay in establishing the authorities resulted in a postponement in the adoption of key pieces of legislation. A series of high-level technical meetings in the European Union-Bosnia and Herzegovina structured dialogue on justice, national coordination of the instrument for pre-accession, transport and energy attested that, at the level of the national authorities, the political will to coordinate and compromise on European Union integration is lacking.

6. The debates centred around the formation of State authorities and the implementation of the Sejdić-Finci ruling have shown a clear tendency among political parties to prioritize ethnic interests rather than civic and European ones. Croats therefore tend to demand a third entity; Republika Srpska parties demand more autonomy and a parallel track for the accession negotiations; and Bosniaks interpret the European process as an opportunity to create a stronger State, with one president and a supreme court.

III. Security situation and EUFOR activities

7. The overall security situation in Bosnia and Herzegovina remained stable throughout the reporting period. Use of inflammatory nationalistic rhetoric continued, but it had no impact on the safe and secure environment. The economic situation in Bosnia and Herzegovina remained unfavourable, leading to social tension. The political stalemate and the economic and financial problems, if not properly addressed, could become growing concerns. Unemployment continued to rise, and different sources put the figure as high as 42 per cent. Inter-ethnic incidents increased significantly during the reporting period, as compared with 2010. The majority of attacks had a religious element. The terrorist attack carried out by a young Serb Muslim on the embassy of the United States of America in Sarajevo on 28 October, which wounded a police officer, was an act of an individual fanatic with no links to global terrorist groups. The perpetrator was captured. Organized crime is characterized by a large number of small groupings, with no consolidated and permanent links among themselves. The large number of unregistered weapons allow for such activities.

8. Corruption, especially in the public sector, continues to be a concern, and such cases are in general not successfully prosecuted, owing either to lengthy court proceedings or to the inefficiency of the courts.

9. Despite the ongoing political difficulties, the law enforcement agencies have proved themselves capable of dealing with threats, and EUFOR has not been called upon.

10. A force of some 1,200 EUFOR troops is concentrated in Sarajevo, with liaison and observation teams deployed throughout Bosnia and Herzegovina. Currently, 25 nations (20 European Union members and 5 non-members) are providing troops to the operation. EUFOR continued to implement its key military tasks of supporting the efforts of Bosnia and Herzegovina to maintain the safe and secure environment and providing training assistance to the authorities in Bosnia and Herzegovina. It also continued its key supporting tasks of supporting and advising, within means and capabilities, the European Union special representative, the European Union police mission and other international community actors in Bosnia and Herzegovina, including on counter-terrorism and the fight against organized crime.

11. Non-executive capacity-building tasks continued during the reporting period. Twenty-two mobile training teams were deployed to Bosnia and Herzegovina to provide specific training support to the Armed Forces of Bosnia and Herzegovina, following international standards. EUFOR continued to participate in capacity-building and training meetings, together with representatives of North Atlantic Treaty Organization (NATO) headquarters Sarajevo and of the Armed Forces of Bosnia and Herzegovina. The capacity-building and training are considered a success, and contributes towards achieving a self-sustaining training system operating in accordance with international standards.

12. EUFOR continued to monitor, mentor and advise in order to enhance the self-sustainability of Bosnia and Herzegovina. In this context, EUFOR continued monitoring activities related to ammunition and weapons storage sites, the civilian and military movement of weapons and military equipment, the disposal of surplus weapons and ammunition, and defence industry factories.

13. On 10 October, the European Union Foreign Affairs Council confirmed the readiness of the European Union at this stage to continue to play an executive military role in support of the efforts of Bosnia and Herzegovina to maintain the safe and secure environment under a renewed United Nations mandate. The main efforts of Operation Althea will be directed towards capacity-building and training, while maintaining situational awareness and a credible reserve, in case it is called upon to support efforts to maintain or restore the safe and secure environment. The Operation will be reconfigured, with forces based in Bosnia and Herzegovina, to focus on capacity-building and training, while also retaining the means to contribute to the deterrence capacity of the authorities in Bosnia and Herzegovina. A reserve force will be based over the horizon with regular in-country reconnaissance and rehearsal.

IV. Outlook

14. The security situation is expected to remain stable, despite the prospects of continuing political difficulties. There is no indication that the tense situation in northern Kosovo will have a negative impact on the creation of a safe and secure environment in Bosnia and Herzegovina.

Enclosure II

Report of the High Representative of the European Union for Foreign Affairs and Security Policy on the activities of the European Union military mission in Bosnia and Herzegovina

I. Introduction

1. The present report covers the period from 1 September 2010 to 28 February 2011.

2. In its resolutions 1575 (2004), 1639 (2005), 1722 (2006), 1785 (2007), 1845 (2008), 1895 (2009) and 1948 (2010), the Security Council requested that Member States, acting through or in cooperation with the European Union, report to the Council on the activities of the European Union military mission in Bosnia and Herzegovina (EUFOR), through the appropriate channels and at least at three-month intervals. The report combines the twenty-fourth and twenty-fifth such reports.

II. Political background

3. The general elections of 3 October were held peacefully. The Office for Democratic Institutions and Human Rights assessed that they were generally in line with international standards. Voter turnout was 57 per cent, a figure slightly higher than that for 2006. Following the certification of the election results on 2 November, the Republika Srpska national assembly and the Federation house of representatives held their constitutive sessions on 15 and 22 November, respectively. The House of Representatives of Bosnia and Herzegovina held its inaugural session on 30 November.

4. The use of nationalistic and provocative rhetoric on all sides increased in the run-up to the general elections and continued thereafter. Progress with regard to government formation and consequently on the reform agenda, has been limited. A government has been formed in Republika Srpska, but not yet in the Federation or at State level. The Presidency held its inaugural session on 10 November. In the Federation, Croat-Bosniak relations deteriorated after the general elections, largely as a result of disagreement over government formation and the identity of the legitimate representatives of Bosnian Croats.

5. The Peace Implementation Council Steering Board met in Sarajevo on 30 November and 1 December. Members of the newly elected Presidency of Bosnia and Herzegovina participated in segments of the meeting, as did representatives of civil society organizations. The Steering Board urged the rapid formation of a government at all levels that would be dedicated to reforms promoting the country's economic and social advancement and accelerating its progress in the European Union and Euro-Atlantic integration processes. It welcomed the renewal of the EUFOR executive mandate by the Security Council (resolution 1948 (2010)) on 18 November; and expressed its appreciation for the operation's continued role in ensuring compliance with the military annexes of the Dayton Agreement and supporting the efforts of Bosnia and Herzegovina to maintain the safe and secure environment. The next meeting of the Steering Board will be held on 29 and 30 March 2011.

6. On 8 November, the Council of the European Union granted visa liberalization to Bosnia and Herzegovina. The decision entered into force on 15 December 2010.

7. There was no progress on constitutional reform following the European Court of Human Rights ruling of December 2009. The working group, despite being mandated to discuss and propose specific solutions, produced no tangible results in the reporting period. A State-level census law has yet to be adopted; and Bosnia and Herzegovina has also failed to adopt a State-aid law which is a key European Union requirement in line with the Stabilization and Association Agreement and the Interim Agreement. Republika Srpska adopted its own state property law which, if implemented, would defy an earlier High Representative ban on disposal. As a result, the High Representative issued a decision on 5 January 2011 freezing the implementation of the Republika Srpska state property law while its constitutionality is being considered by the Constitutional Court of Bosnia and Herzegovina. On a more positive note, there was progress towards fulfilling the conditions required for the closure of Brcko district supervision, particularly in relation to electricity.

8. The financial situation at the State levels and in both entities continued to be difficult. A decision on the disbursement of the fourth tranche ($187.1 million) of the International Monetary Fund (IMF) loan was taken on 15 October. The agreement for the European Union to provide budget support through European Commission macrofinancial assistance in the amount of €100 million was signed on 8 October. However, these funds have not yet been disbursed owing to the failure of Bosnia and Herzegovina to agree on a global fiscal framework 2011-2013 for the entire country. A budget for 2011 has been adopted in Republika Srpska for 2011 but not at the state level nor in the Federation.

III. Security situation and EUFOR activities

9. The overall security situation in Bosnia and Herzegovina remained calm and stable throughout the reporting period. Although the use of nationalistic rhetoric persisted, it had no impact on the safe and secure environment. The unfavourable economic situation, together with late payment of salaries, led to further strikes in Sarajevo and other major cities. These were handled professionally and capably by law enforcement agencies of Bosnia and Herzegovina and had no impact on the overall security situation.

10. There were some minor incidents of violence, especially between rival football fans of different ethnicities, but these were monitored and handled by the local police. These minor incidents aside, the overall level of violence continued to be low and did not pose a threat to the safe and secure environment.

11. A force of some 1,500 EUFOR troops is concentrated in Sarajevo, with liaison and observation teams deployed throughout Bosnia and Herzegovina. EUFOR continued to implement its key military tasks of supporting the efforts of Bosnia and Herzegovina to maintain the safe and secure environment; and providing capacity-building and training support to the Armed Forces of Bosnia and Herzegovina. It also continued to support the law enforcement agencies of Bosnia and Herzegovina in fighting organized crime in close cooperation with the European Union police mission; and the International Tribunal for the Former Yugoslavia in the search for persons indicted for war crimes (PIFWCs).

12. Implementation of the operation's new non-executive capacity-building tasks continued during the reporting period. A number of mobile training teams were deployed to Bosnia and Herzegovina to provide specific training support to the Armed Forces of Bosnia and Herzegovina. EUFOR participated in combined capacity-building and training conferences together with representatives of the North Atlantic Treaty Organization and the Armed Forces of Bosnia and Herzegovina. Implementation of these tasks has been judged a success, and is helping to improve the quality and know-how of units of the Armed Forces.

13. EUFOR and the Armed Forces of Bosnia and Herzegovina continued to conduct combined training in accordance with the EUFOR/Armed Forces training calendar, by including specialized training elements, and in line with international training requirements and standards.

14. EUFOR continued to monitor, mentor and advise in order to enhance the self-sustainability of capabilities of Bosnia and Herzegovina. In this context, EUFOR monitored activities related to ammunition and weapons storage sites, civilian and military movement of weapons and military equipment, disposal of surplus weapons and ammunition, and defence industry factories. Demining activities have also continued: EUFOR assisted the authorities of Bosnia and Herzegovina in a programme of mine risk education targeted at individuals (for example, farmers) who have a high risk of injury or death from mine-related accidents. By the end of the reporting period, 20,000 people had participated in the programme.

IV. Outlook

15. The security situation is expected to remain stable, despite the prospects of continuing political difficulties.

United Nations S/2012/139

Security Council

Distr.: General
7 March 2012

Original: English

Letter dated 7 March 2012 from the Secretary-General addressed to the President of the Security Council

I have the honour to transmit the communication dated 6 March 2012, which I have received from Mr. Abdurrahim el-Keib, Prime Minister of Libya (see annex).

I should be grateful if you would bring the present letter and its annex to the attention of the members of the Security Council.

(*Signed*) **BAN** Ki-moon

12-25520 (E) 070312 090312

Please recycle

Annex to the letter dated 7 March 2012 from the Secretary-General addressed to the President of the Security Council

[Original: Arabic]

I have the honour to convey to you in my own name and on behalf of the transitional Government of my country our heartfelt thanks and gratitude for the sterling efforts exerted by the United Nations Mission in Support of Libya in assisting the Libyan people to reconstruct their country at an extremely sensitive stage of their history.

While we are most appreciative of what the Mission has achieved during the first phase of its work, we look forward to even greater support in facing the momentous challenges that lie before the Libyan State as it seeks to fulfil the aspirations of its people. We are therefore encouraged to request an extension of the Mission's mandate for one year, in order to support Libyan efforts to undertake the following:

- To manage the process of democratic transition, which requires technical advice and the provision of assistance in order to facilitate the electoral process in Libya and the preparation of the new Libyan constitution.
- To strengthen the role of the law and to reform and build a transparent system of criminal justice, with a view to ensuring that detainees receive humane treatment and underpinning national reconciliation.
- To reform and reinstate national security by implementing a national plan for disarmament and the reintegration of ex-combatants, and by developing security institutions.
- To recall arms, and secure and protect the Libyan borders.
- To coordinate and facilitate international assistance and the building of Government capacities in accordance with the needs of the various sectors.
- To exert all other efforts that will contribute to the transition from a state of revolution to a State.

I am happy to inform you, further, that the Government has enacted laws concerning the re-establishment, arming and training of the national army, with a view to ensuring that it is capable of protecting the country's security and guarding its borders. We should therefore like to request the Security Council to lift the arms embargo which was imposed on Libya pursuant to Council resolutions.

I should like to take this opportunity to once again thank both you and the team for all the efforts that have been exerted to assist the new Libya and to build a State based on justice and the law.

Accept, Sir, the assurances of my highest consideration.

(*Signed*) Mr. Abdurrahim **el-Keib**
Prime Minister

United Nations S/2012/140

Security Council

Distr.: General
7 March 2012

Original: English

Report of the Secretary-General on South Sudan

I. Introduction

1. The present report is submitted pursuant to paragraph 19 of Security Council resolution 1996 (2011), in which the Council requested me to report to it on the expected timeline of the deployment of all components of the United Nations Mission in South Sudan (UNMISS), to present benchmarks for the Mission and to keep it informed of progress every four months. The report provides an update on the deployment of all Mission components and on the Mission's activities, as well as an assessment of the overall situation in the country since my first progress report (S/2011/678), dated 2 November 2011.

II. Political developments

2. During the reporting period, South Sudan took further steps towards establishing national institutions, meeting key transitional political milestones and adopting measures to combat corruption. However, multiple security, humanitarian and economic crises overshadowed and impeded ongoing efforts to advance the Government's reform agenda.

Establishment of national institutions

3. The President, Salva Kiir, issued decrees appointing the South Sudan Anti-Corruption Commission on 30 November 2011 and the National Constitutional Review Commission on 9 January 2012. In November 2011, the Ministry of Justice circulated official copies of the Transitional Constitution to relevant Government bodies.

4. Following consultations with the political parties, the President issued a decree on 9 January 2012 appointing members of the National Constitutional Review Commission. Of the total 45 members, in addition to the Chairperson and Deputy Chairperson, 25 are members of the ruling Sudan People's Liberation Movement (SPLM) and 16 of other political parties, 1 represents a civil society umbrella organization and 1 represents faith-based organizations. Nine commissioners will serve full-time on the Commission, which was sworn in on 24 January. The civil society representative and the SPLM-Democratic Change party representative boycotted the ceremony, claiming inadequate representation. During the swearing-in ceremony, the President emphasized the crucial role of civil society in the review

Please recycle

process and indicated that he was receptive to civil society's demands for greater representation.

5. Challenges in assimilating parliamentarians from the former Government of National Unity delayed appointments to the 18 specialized committees of the National Legislative Assembly, which were completed on 10 January 2012. Adoption of the Conduct of Business Regulations Bill was also delayed: it was eventually approved on 6 December 2011. Despite these delays, critical pieces of legislation, including the Public Financial Management and Accountability Bill, were adopted.

6. Concerning transitional political milestones such as political party and electoral legislation, as well as the constitutional review, consultations on drafts were held with political parties prior to their submission to the Council of Ministers. The composition of the National Constitutional Review Commission was subject to similar consultations.

Political party dynamics

7. Internal discord continued within several political parties. The United Democratic Front (UDF) dismissed its Chairperson following his arrest on 3 November 2011 for allegedly mobilizing militia forces in Western Equatoria State. Some members of the South Sudan Democratic Forum (SSDF) party announced a split on 2 December, following a vote of no confidence in its leader. On 29 February, the National Legislative Assembly unanimously adopted the Political Parties Bill 2012, which establishes that parties must prove a presence in two thirds of the States to be registered and requires that all political parties formally register in South Sudan within 90 days of its enactment.

Anti-corruption measures

8. On 30 January 2012, the National Legislative Assembly ended debate on the 2005 and 2006 reports of the Auditor-General and referred the reports to the Ministry of Justice for possible prosecution. The findings of the reports detailed extensive financial indiscipline, mismanagement of millions of dollars and fraudulent conduct by some senior officials in the former Government of Southern Sudan.

9. In his address at the International Engagement Conference for South Sudan, convened on 14 and 15 December 2011 in Washington, D.C., the President announced that South Sudan would join the Extractive Industries Transparency Initiative and highlighted progress in his legislative programme to combat corruption, including adoption of the Public Financial Management and Accountability Bill by the National Legislative Assembly. The Petroleum and Oil Revenue Management Bills were adopted by the Council of Ministers and tabled to the Assembly; two other draft bills, on procurement and internal auditing, are in progress.

10. In accordance with a presidential decree issued on 9 December 2011, the South Sudan Anti-Corruption Commission requested senior Government officials to declare their income, assets and liabilities and confirm their abstention from involvement in private businesses by 31 March 2012. Officials who failed to abide by the decree's provisions would be required to resign. The President was the first official to publicly declare his assets on 20 January; the Vice-President, Riek Machar, declared his assets on 14 February and called on other members of the Cabinet to follow suit.

11. On 22 December 2011, the Government established a committee with external independent experts to investigate an alleged grains scandal. The case is reported to involve up to a billion United States dollars worth of contracts between the Ministry of Finance and companies that were to distribute grains to States affected by food shortages in 2008. The grains were intended to be sold to the population at a low price and the collected monies remitted to the Ministry of Finance. However, some companies failed to deliver the grains to the States and allegedly not all of the money from the sold grains was remitted to the Ministry.

III. Economic situation

12. On 27 September 2011, the Bank of South Sudan introduced an exchange target rate of 2.95 South Sudanese pounds to 1 United States dollar in an effort to stabilize the currency. The volatility in the exchange rate induced currency speculation, which, together with commodity shortages along the border with the Sudan, contributed to increased inflation. At the end of January 2012, the National Bureau of Statistics reported an annual inflation rate of 47.8 per cent.

13. Revenue from oil sales accounts for 98 per cent of public spending, 99 per cent of export revenue and over 70 per cent of gross domestic product. Pursuant to the Government's decision on 20 January 2012 to shut down oil production and exports, the Council of Ministers adopted an austerity budget on 17 February that reduces current public expenditure levels by approximately 27 per cent (from 880 million to 650 million South Sudanese pounds per month). This austerity budget, which will apply until 30 June 2012, preserves public sector salaries at current levels, but reduces capital and operating costs by 50 per cent.

IV. Regional aspects

South Sudan-Sudan relations

14. The relations between South Sudan and the Sudan significantly deteriorated in January 2012 following the deadlock in the post-Comprehensive Peace Agreement negotiations. The two countries accused each other of supporting rebel militia groups, adding to the rising tensions.

15. On 23 January, the President briefed the National Legislative Assembly on the oil crisis and the Council of Ministers' decision to shut down oil production. He pledged that the Government would try to ensure that the needs of the people were minimally disrupted. On 3 February, the President briefed the diplomatic corps, explaining the rationale for the Government's decision. He said the draft agreement proposed by the African Union High-level Implementation Panel would have left South Sudan dependent on infrastructure in the Sudan and rendered the country vulnerable to its neighbour in the north. He stressed that South Sudan was not prepared to sign an agreement on oil without the resolution of other pending issues like the demarcation of borders, Abyei and citizenship. On 10 February, in Addis Ababa, South Sudan and the Sudan signed a memorandum of understanding on non-aggression and cooperation, committing themselves to respect each other's sovereignty and territorial integrity.

16. On a positive note, negotiations and agreements reached at the local, and sometimes State, levels, including among traditional leaders, have allowed limited cross-border seasonal migration of pastoralists from the Sudan into Upper Nile State in South Sudan, as well as into Northern Bahr el-Ghazal State and, in small numbers, into Unity State. However, the interruption of the free flow of commodities from the Sudan has resulted in a sharp rise in food prices, in some cases by over 300 per cent, in the South Sudanese States in the border areas.

Inter-mission cooperation

17. As requested by the Security Council in paragraph 15 of its resolution 1996 (2011), UNMISS continued to participate in regional coordination and information-sharing mechanisms to address threats posed by the Lord's Resistance Army (LRA). In December 2011, in the context of an inter-mission regional LRA communication strategy, UNMISS facilitated the deployment and installation of radio arrays to extend the broadcast range of programming targeting LRA combatants and abductees. UNMISS also assisted with the mass distribution of sensitization materials from the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) to key actors in LRA-affected areas. Meanwhile, following the joint visit of the African Union Special Envoy on LRA and my Special Representative and Head of the United Nations Regional Office for Central Africa from 3 to 6 January 2012, an African Union delegation visited Yambio, Western Equatoria, from 15 to 20 January to assess potential locations for the LRA Regional Task Force Headquarters, currently scheduled to begin operations in March 2012. UNMISS, the United Nations Interim Security Force for Abyei and the African Union-United Nations Hybrid Operation in Darfur also continued to share information on cross-border migration of nomads.

18. Regarding the inter-mission cooperation arrangements provided for in paragraph 17 of resolution 1996 (2011), following the grounding of the Russian military aircraft deployed in UNMISS, two Bangladeshi military utility helicopters from MONUSCO were temporarily transferred to UNMISS to help sustain the ongoing operations essential to the fulfilment of the UNMISS protection mandate, particularly in Jonglei State. Furthermore, my Special Representative for South Sudan coordinates closely with my Special Envoy for the Sudan and South Sudan on complementary aspects of their respective mandates.

Foreign and diplomatic relations of the Government

19. New embassies opened in Juba, bringing the total number of foreign diplomatic missions to 18. The Diplomatic and Consular Act was adopted on 14 December 2011 to expedite the deployment of South Sudanese diplomats. South Sudan also joined a number of international organizations, including the Intergovernmental Authority on Development (25 November) and the International Conference on the Great Lakes Region (16 December). Its application on 11 November to join the East African Community (EAC) was deferred for consideration at the tenth extraordinary EAC summit to be held in March 2012.

20. On 25 January 2012, South Sudan signed a memorandum of understanding with Kenya on the construction of an oil pipeline from South Sudan to the soon-to-be-developed Kenyan port of Lamu. A tripartite memorandum of understanding was

signed on 3 February with Ethiopia and Djibouti to help to enhance cooperation in infrastructure development in the areas of energy and fibre optics.

V. Security situation

21. During December 2011 and January 2012, inter-communal violence in Jonglei State escalated, resulting in casualties, displacement of civilians and challenges to civil authority at both the local and the national level. The traditionally volatile triangle of Warrap, Unity and Lakes States witnessed a resurgence of inter-communal violence triggered by an attack in Tonj East County, Warrap State, involving armed elements from neighbouring Unity State. While rebel militia groups remained a major security threat, their activities were limited during the reporting period.

Militia groups

22. On 20 December 2011, the Government announced that the militia leader, General George Athor, was killed by forces of the Sudan People's Liberation Army (SPLA) the previous day in Morobo County, Central Equatoria State. Despite negotiations with President Kiir in Nairobi on 20 November, which reportedly yielded an agreement, General Athor intensified attacks on SPLA forces and claimed credit for raids in southern Jonglei State early in December. Following his death, activities of his South Sudan Democratic Movement/Army (SSDM/A) declined significantly. The group has since selected a new leader. On 19 January 2012, local authorities in Jonglei State informed UNMISS that 100 SSDM/A fighters had requested amnesty under the Government's standing offer to former militia members. Further, on 30 January, Jonglei State authorities informed UNMISS that Kuol Chol, the second-in-command of the late George Athor, had approached local authorities to surrender himself and a number of his forces. On 9 February, SPLA reported that some 900 of his forces have accepted the offer of amnesty.

23. South Sudan Liberation Army (SSLA) activity in Unity State also remained limited. Increased SPLA deployments following the fighting in the White Lake/Jaw area may have deterred militia attacks. However, SSLA militia appear to retain a significant presence in Mayom County and landmines laid by the group remain a serious threat. On 16 January 2012, a group of 50 to 70 SSLA militia forces reportedly approached national military officials to enter the amnesty process.

24. Two militia leaders, Johnson Olonyi and Ayok Ogat, remain active in Upper Nile State, and reportedly engaged with SPLA forces in Manyo County from 9 to 11 November 2011, leaving 19 SPLA soldiers wounded. On 7 January 2012, 34 fighters associated with the two leaders surrendered to Manyo County authorities.

25. On 6 January, President Kiir issued a decree reinstating the former militia leader, Peter Gadet, to his position in SPLA. His former forces remain at the Mapel integration centre in Western Bahr el-Ghazal State. On 15 February, registration of these forces for their integration in SPLA was completed.

Inter-communal conflict

26. After the attack by the Murle on Pieri, Ubor County, late in August, the Lou Nuer/Murle peace process led by the Sudan Council of Churches, together with efforts of military deterrence by UNMISS, had succeeded in restraining retaliatory

attacks in Jonglei State from September to November. However, the peace process collapsed early in December, owing to lack of political will on the part of the concerned parties to make the necessary compromises.

27. On 5 December, a raid on the Dinka village of Jalle left 41 dead, including 11 children and 7 women. While the identity of the attackers could not be confirmed, local residents blamed the Murle, which escalated inter-communal tensions.

28. After two more small attacks, allegedly by Murle, preparations for retaliatory attacks started. On 8 December, UNMISS received reports that Lou Nuer youth were mobilizing for a large assault to avenge Murle attacks on Lou Nuer communities in August 2011. On 11 December, the Sudan Council of Churches announced that Lou Nuer/Murle meetings planned as part of the peace process had been further postponed until January 2012. On 13 December, an UNMISS police patrol spotted a large group of armed Lou Nuer youth moving south towards Murle territory. Lou Nuer mobilization continued to escalate over the next 10 days. The Government was informed about these developments and urged to deploy additional troops for the protection of civilians, but the deployments were slow and impeded by impassable roads. On 23 December, an UNMISS air patrol identified a column of approximately 2,000 armed Lou Nuer youth moving south through Murle territory, looting and burning villages along the way. UNMISS military forces had already deployed into pre-emptive positions in the key population centres of Likuangole, Pibor and Gumuruk to provide deterrence and early warning, which allowed civilians to move out of harm's way. Half of the Mission's infantry forces were deployed to the area.

29. By 26 December, the group of attackers had grown to 3,000 to 5,000 youth and arrived north of an UNMISS military deployment in the Murle village of Likuangole. Early warning alerts to tens of thousands of civilians, including information from UNMISS to the local authorities and community leaders, ensured that virtually all of the population left Likuangole before the attackers arrived. UNMISS positions had again been reinforced with additional troops totalling a battalion. Thirty-one vulnerable civilians were evacuated to safety by UNMISS.

30. On 27 December, the Lou Nuer group attacked Likuangole, burning nearly all *tukuls*, markets and the Payam office and looting large numbers of cattle. On 30 December, an UNMISS air patrol spotted approximately 6,000 to 8,000 armed Lou Nuer youth moving southward from Likuangole towards Pibor town, burning abandoned civilian structures as they advanced. The majority of the population of Pibor had already left the town.

31. On 31 December, part of the Lou Nuer group entered the southern periphery of Pibor town, but SPLA and UNMISS defensive positions halted their further advance. The group burned *tukuls* and looted the Médecins Sans Frontières clinic in the area, but remained clear of UNMISS and SPLA positions. On 2 January 2012, SPLA troops fired on the advancing column that was attempting to enter Pibor near their position. UNMISS moved its armoured personnel carriers forward to support SPLA in deterring the attackers, who immediately withdrew across the river. Also on 2 January, the UNMISS military position in Pibor was further reinforced by three additional armoured personnel carriers.

32. By 4 January, the bulk of the Lou Nuer attackers had started to return northward with large cattle herds. Most had arrived in the Lou Nuer town of Akobo

by 13 January and began to disperse. Subsequently, Murle youth launched reprisal attacks on Lou Nuer and Dinka settlements, which they believed had also participated in the attacks of December and January. Murle attackers reportedly killed 55 people in Wek, Panyok and Warlei on 11 January, 12 in Weidang on 13 January and 80 in Duk Padiet on 16 January. On 7 February, a large group of Dinka youth attacked Nyorok, south of Manyabol, in Pibor County. Initial reports suggest that 11 Murle were killed and 17 wounded in the attack. Of particular concern were reports that many of the attackers were in South Sudan police and SPLA uniforms.

33. On 29 January, the Minister of the Interior informed UNMISS of an attack that occurred the previous day in Tonj East County, Warrap State. The attackers were from neighbouring Unity State and, according to Unity State authorities, were reacting to the failure of Government officials to follow through with the return of cattle looted during an attack in September 2011. Initial reports suggest that 74 to 78 persons were killed in these attacks.

34. In a related development, on 1 February, an UNMISS team, together with three Unity State Government officials, was deployed to assess the inter-communal violence along the border between Unity and Warrap States. While at the Mayendit County Commissioner's office, the team was caught in crossfire during a shooting incident in which a United Nations police officer was wounded. While 15 casualties were confirmed by UNMISS, the Minister of Information of Unity State issued a press release on 3 February stating that 34 people, mostly security forces from SPLA and the South Sudan Police Service, were killed and 9 wounded in the Mayendit incident. SPLA and South Sudan police personnel assigned to the County Commissioner were reported to be involved in the shoot-out, which UNMISS requested the Government to investigate. On 7 February, UNMISS met with a delegation from SPLA and the South Sudan Police Service, which indicated that a formal internal investigation was under way.

Civilian disarmament

35. Civilian disarmament programmes continued in Lakes, Unity and Warrap States. On 23 November 2011, UNMISS handed over to the South Sudan Disarmament, Demobilization and Reintegration Commission six containers in Kuajok (Warrap State) and Rumbek and Cueibet (Lakes State) for storing collected weapons. These efforts have remained limited to voluntary disarmament, and have generally been peaceful and well organized, but have collected only limited numbers of weapons.

36. As part of its efforts to address ongoing inter-communal violence in Jonglei State, the Government has announced its intention to launch a civilian disarmament programme there in March. The Government has indicated its intention to pursue voluntary disarmament first and forcible disarmament as the last resort. The modalities are still under discussion. UNMISS has advocated for a comprehensive peace process in Jonglei State, to be implemented in a sequential manner, whereby voluntary civilian disarmament comes at a later stage. While UNMISS will take measures, within its mandate and capabilities, to mitigate the risks to unarmed civilians, the Mission will not assist SPLA and the South Sudan Police Service in forcible civilian disarmament. Both Murle and Lou Nuer leaders have called for

credible security arrangements to be put in place first, as well as for the prior disarmament of the other community.

Border incidents

37. On 8 November 2011, UNMISS received reports that an Antonov aircraft belonging to the Sudan Armed Forces bombed two locations in Upper Nile State, near the northern border, resulting in 11 deaths. On 10 November, United Nations personnel witnessed a similar attack by an Antonov aircraft on the Yida refugee camp in Unity State. No casualties were reported. On 23 January 2012, United Nations staff witnessed another Antonov bombing, on a refugee registration site in Upper Nile State, approximately 8 km inside South Sudan. The fact that bombings occurred was confirmed by UNMISS verification missions. On 29 February, UNMISS was informed by Government officials that the location of Panakuuac in Unity State had been bombed at around noon. UNMISS also verified that the bombing had occurred.

VI. Implementation of the mandate of the Mission

Mission transition from start-up to consolidation

38. The Mission's civilian component has 770 international staff, 1,386 national staff and 232 United Nations Volunteers, with vacancy rates of 26 per cent, 31 per cent and 54 per cent, respectively. UNMISS has launched multiple recruitment drives to reach the authorized staffing levels. With the recent arrival of the Deputy Force Commander, the civilian Chief of Staff and the Deputy Special Representative for Political Affairs, the Mission's senior leadership team is almost complete.

39. As at 2 March 2012, the strength of the Mission's military component stood at 5,028 out of the 7,000 authorized troops, comprising 3,244 infantry troops, 1,544 enablers and 240 staff officers and military liaison officers. Residual troops from the United Nations Mission in the Sudan will be replaced by August 2012 with infantry battalions from Mongolia, Nepal and Rwanda, and additional engineering companies from Japan and the Republic of Korea. The Mission expects to reach its mandated troop ceiling of 7,000 early in 2012. The strength of the police component was 462 personnel from 32 countries, out of the 900 authorized police advisers, as at 5 March. Further increases in United Nations police strength are contingent upon the Mission's absorption capacity, which in turn depends on the construction of county support bases and other relevant infrastructures. The recruitment of the police professional staff is ongoing.

40. In keeping with its decentralized structure, the Mission is constructing and equipping county support bases with integrated personnel and assets. The start-up of 19 of the 35 envisaged county support bases is under way. The bases, which will be co-located with county administrative offices, will enable the United Nations entities to work closely with the local authorities and communities. The deployment of most Mission staff at State and County levels, some being embedded in Government structures, as requested by the authorities, will support capacity-building and the extension of State authority.

Military component

41. Four infantry battalions are deployed in South Sudan in three areas of responsibility, with a Force Reserve Battalion superimposed. The Mission maintains 15 company operating bases, providing a permanent presence in all States except Warrap State. Battalion headquarters, engineers, level II hospitals and helicopters are located in Wau, Malakal and Juba. The force continued to conduct a number of tasks including patrolling, deterrence through forward deployment, protection of civilians, force protection for humanitarian convoys, assessment and reconnaissance tasks in addition to static force protection in all company operating bases.

42. Security developments countrywide, but particularly in Jonglei State, forced the Mission's military component to maintain an even higher operational tempo than in its first quarter. Operations in Jonglei State alone required a total of 242 helicopter flights from 11 December 2011 to 17 January 2012. Over 50 per cent of the currently deployed infantry troops were deployed to Jonglei State in response to the crisis, while the remaining forces remained operational throughout the rest of the Mission area. The need to maintain deployments in Jonglei State for an extended duration has increased the burden on the Mission's strained troop levels and logistics resources.

43. UNMISS has begun preparations for a large-scale turnover of its troop contingents, including the insertion of 2,700 new troops from Cambodia, Mongolia, Nepal and Rwanda, the rotation of approximately 1,800 Indian troops, and the gradual repatriation of almost 1,200 troops to Bangladesh, while making sure that the relief of these assets is in place. In order to maintain adequate troop levels, existing troop-contributing countries would be requested to extend their stay in case of any unforeseen delays in the deployment of incoming troops.

44. Since December 2011, the Secretariat has been requesting troop-contributing countries to fill a gap of six military utility helicopters, and is hopeful that this force requirement will be met soon.

Police component

45. United Nations police are currently stationed in all 10 State capitals and in 23 counties. Police operations focused on capacity-building for the South Sudan Police Service, in collaboration with the United Nations Development Programme (UNDP), through co-location at all levels and through transfer of skills and knowledge. On 12 January 2012, the leadership of the South Sudan Police Service approved a joint co-location plan.

46. United Nations police continued to assist in the development and implementation of the training curricula for the South Sudan police, and have conducted a total of 96 in-service courses that benefited 3,440 South Sudan police personnel. A strategic training plan 2012-2015, aligned with the training curricula, was developed and approved by the South Sudan Police Service leadership on 18 January 2012.

47. United Nations police and UNDP supported a programme of screening and registration of all South Sudan police officers and all correction officers in the prison services across all 10 States. This is essential for updating the payroll, establishing transparency and accountability and professionalizing the Services. The registration is to be completed by March 2012, after which it is likely that the

wildlife services will be subject to similar screening and registration. In support of South Sudan police deployments, UNDP completed the construction of 54 new police stations and posts across the 10 States of South Sudan.

Protection of civilians

48. Attacks on the civilian population, particularly women and children, most notably in Jonglei State, dominated national and international attention for much of the reporting period.

49. UNMISS activities focused mainly on maximizing information flow, provision of good offices and urging the Government to deploy additional security forces for the physical protection of civilians. In Jonglei State, the Mission was able to generate early warning through the use of its field presence, aerial surveillance, military deployments and local information networks and thus was able to inform the Government of the impending attacks more than a week before the Lou Nuer offensive began.

50. Prior to the attacks in Jonglei State late in December 2011, UNMISS met regularly with senior military and Government officials to underline the need for decisive action to protect the civilian population. It also worked closely with Lou Nuer and Murle community leaders to advance a peace and reconciliation process with a view to averting further attacks.

51. On 14 December, after taking into consideration its due diligence policy, UNMISS provided logistical support for SPLA deployments into Jonglei State. The Government also provided support to UNMISS by making its own helicopters available to airlift the Mission's dangerous military materials to Jonglei State.

52. From mid-December onwards, the UNMISS leadership began urging the Government on military deployments to Jonglei State and outreach to the Lou Nuer communities. On the latter, the Vice-President engaged actively, albeit without success. On 19 and 23 December, the Mission leadership met with senior Government officials to further emphasize the need for urgent action. In addition, on 25 December, the UNMISS leadership stepped up its political advocacy, through concurrent outreach to the acting Deputy State Governor, parliamentarians and community and youth leaders from both the Murle and Lou Nuer areas to defuse the tensions. From 27 to 31 December, UNMISS provided logistical support for the Vice-President's travel to Likuangole and Pibor in an effort to persuade the Lou Nuer to withdraw.

53. UNMISS began to reinforce its military operations in Jonglei State on 11 December, with the extended deployment of a platoon in Likuangole and Gumuruk. On 13 December, UNMISS deployed additional troops to Bor, Gumuruk, Likuangole and Walgak, in Jonglei, followed by additional deployments on 16 and 22 December to Pibor. At the peak of the Lou Nuer offensive, UNMISS had committed eight company units, over 50 per cent of its total deployable combat troops in Jonglei State, leaving the bare minimum necessary to cover the demands and threats in South Sudan's nine other States and the Mission's overall force protection needs. UNMISS has since maintained a comparable force in Jonglei State to deter further attacks. UNMISS evacuated 180 wounded civilians and 18 humanitarian personnel. Up to 3,500 civilians sought refuge in UNMISS military compounds.

54. In response to the attack on 28 January 2012 in Tonj East County, Warrap State, UNMISS sent a team to the affected area to assess the situation. With support from UNMISS, the Office for the Coordination of Humanitarian Affairs facilitated evacuation and medical support for the injured. On 1 February, a joint UNMISS/Government of South Sudan mission, led by the Deputy Ministers of the Interior and Cabinet Affairs, travelled to Warrap State to explore modalities for protecting the population, preventing retaliatory attacks, and strengthening the capacity of the South Sudan Police Service and its coordination with other security forces.

55. The Government has taken some steps to fulfil its responsibility to provide security and protection to the civilian population. In addition to the efforts of its senior leaders to facilitate inter-communal reconciliation, the Government deployed some 1,000 SPLA troops and more than 500 South Sudan Police personnel into key locations in Jonglei State. An estimated total of 12,000 police and military personnel currently maintain a presence across the State. On 3 January, SPLA troops used deadly force to prevent advancing Lou Nuer youth from entering Pibor town. However, SPLA and the South Sudan Police continue to face logistical challenges in sustaining their forces in the field.

Child protection

56. During the reporting period, 135 children associated with rebel militia groups and with SPLA were verified and registered in Unity, Western Bahr el-Ghazal and Upper Nile States; 91 were released and reunited with their families. Over 2,000 separated children, the majority of whom were refugees from South Kordofan currently residing in the Yida camp, were identified and registered. Against this noteworthy progress, there have also been setbacks, including a significant but unconfirmed number of reported abductions of children during the Jonglei conflict.

57. UNMISS and UNICEF supported the Government in developing an action plan for the release of children associated with SPLA. The South Sudan monitoring and reporting mechanism task force will support implementation of the action plan.

Sexual violence

58. Owing to the lack of national capacity to assess and verify cases of sexual violence, coupled with cultural practices that inhibit reporting, few cases were confirmed during the period. In the absence of gender-based violence referral services in Jonglei State, the gender-based violence sub-cluster of the South Sudan Protection Cluster assisted victims following the attacks of December 2011 and January 2012. With the establishment of additional capacity to implement monitoring, analysis and reporting arrangements on conflict-related sexual violence, the Mission will be able to report more systematically on sexual violence in conflict, in accordance with Security Council resolutions 1888 (2009), 1889 (2009) and 1960 (2010).

Rule of law

59. The lack of capacity in the judicial and prison institutions and insufficient resources, both human and material, particularly outside of State capitals, remains a major challenge. Discussions with the Government are ongoing on UNMISS support in mandated areas, including with SPLA on the establishment of a military justice system complementary to the civil justice system.

60. The Mission continues to focus on supporting the Government of South Sudan to end prolonged, arbitrary detention practices in South Sudan. In November 2011, a key United Nations actors group on prolonged, arbitrary detention was formed, comprising relevant members of UNMISS and the United Nations country team. Following an expert assessment in December 2011, a methodology protocol was developed to map the population of detainees in prisons and police stations. The Mission, in partnership with UNDP, also continued efforts to implement the rule of law indicators project to assess the efficacy of the law enforcement, judicial and corrections institutions and establish a baseline against which future interventions can be assessed. To develop rule of law capacity, UNMISS, in conjunction with the United Nations Office on Drugs and Crime, organized an advanced tutor training study tour to Ghana for 15 prison trainers and provided technical assistance in developing a training policy for prison services. UNDP, in collaboration with the Ministry of Justice for Central Equatoria State and UNMISS, organized a three-day training event, from 6 to 8 December 2011, for criminal justice stakeholders; 50 participants from the Ministry of Justice, the judiciary, the South Sudan Police Service, the prison services and civil society took part and were sensitized on their roles and responsibilities in the administration of a criminal justice system. UNDP also undertook targeted training of traditional leaders in eight States, with a view towards supporting Government efforts in harmonizing statutory and traditional justice systems.

Human rights

61. Limited progress has been made by South Sudan in signing and ratifying key human rights instruments, primarily for lack of capacity. UNMISS has been providing technical advice and training to the Ministry of Justice and the National Legislative Assembly to support the Government's programme of accession to human rights treaties. As a result of UNMISS advocacy, the Ministry of Justice is currently drafting legislation that will regulate a process for the ratification and execution of international treaties.

62. The Government's capacity to guarantee respect for human rights for its citizens continued to face serious challenges, particularly in the context of increased inter-communal conflict. Immediately after the attacks late in December 2011 by the Lou Nuer youth on the Murle in Jonglei State, UNMISS dispatched a human rights investigation team to the affected areas, supported by two experts from the Office of the United Nations High Commissioner for Human Rights. Investigations involving 20 fact-finding visits, which continued until early February, indicated that the number of people killed during the December-January period could be in the hundreds. As of late February, the announced Government-led investigation into the attacks had not commenced.

63. While the trend in relation to political space and inclusiveness has been positive overall during the reporting period, and while the press continues to operate relatively freely, there have been a number of individual cases of concern. UNMISS documented 16 violations of political rights and freedoms, and 6 incidents of arbitrary arrest and detention restricting freedoms of expression and the press. These included the arrest, on 1 November 2011, of two journalists at the newspaper *The Destiny*, who were detained by State security officials for 18 days, without charges being lodged. Despite their release on 18 November, *The Destiny* remains closed on the orders of State security.

64. UNMISS supported the harmonization of the national legislative framework and State constitutional frameworks with international human rights standards, including legal reforms concerning sexual violence against women and child marriage. Meanwhile, training of State legislators in Unity and Northern Bahr el-Ghazal States, as well as for members of the National Legislative Assembly, commenced in February 2012.

65. To enhance the capacity of the South Sudan Human Rights Commission, UNMISS provided technical advice to the Commission, including through co-location of a human rights consultant, resulting in the drafting of rules of procedure for receiving complaints and carrying out investigations, as well as completion of a strategic plan.

Disarmament, demobilization and reintegration and security sector reform

66. The process of disarmament, demobilization and reintegration is expected to commence in April 2012, with a pilot project designed to process an estimated 3,000 to 4,500 combatants during 2012. This pilot phase is crucial for demonstrating the programme's capacity for processing the expected total caseload of 150,000 members of the security services over six to eight years. The initial intake in the pilot project will consist of 1,500 participants from the Sudanese People's Liberation Army, the South Sudan Police Service and wildlife, corrections and fire brigade services. The Ministry of Defence has already begun identifying the first batch of candidates.

67. Construction work on three disarmament, demobilization and reintegration transition facilities in Mapel (Western Bahr el-Ghazal State), Torit (Eastern Equatoria State) and Pariak (Jonglei State) necessary for the pilot project has commenced. Each facility will accommodate 500 ex-combatants. A three-month period of intensive counselling and basic skills training will be provided for the ex-combatants in the transition facilities before their reintegration into civilian communities. UNMISS supported the South Sudan Disarmament, Demobilization and Reintegration Commission, the Ministry of Education and UNESCO in developing the training programme.

68. UNMISS and UNDP assisted the South Sudan Disarmament, Demobilization and Reintegration Commission in developing the strategic and operational framework for the disarmament, demobilization and reintegration process. UNMISS and UNDP are currently working with the Government to finalize the operational plan and support required from international donors and UNMISS.

69. In the meantime, UNMISS is supporting the Ministry of National Security on the enhancement of the capacity of the National Security Council and its Executive Secretariat, as well as the development of a national security architecture. The Mission will provide strategic support and will work closely with the South Sudan Bureau for Community Security and Small Arms Control and the Ministry of the Interior.

Mine action

70. During the reporting period, the United Nations Mine Action Coordination Centre released a total of 1,262,616 m^2 of land in 25 communities; destroyed 193 anti-personnel and anti-tank mines, 18,114 items of small arms ammunition and 709 items of unexploded ordnance; and surveyed and cleared 347 km of roads. In

response to reports of re-mining by rebel militia groups in Unity and Upper Nile States, the Centre deployed a route survey and clearance team to the area. It also provided mine risk education to 23,086 civilians and landmine safety training to 122 United Nations personnel.

71. On 11 November 2011, South Sudan acceded to the Anti-Personnel Mine Ban Convention. The Mine Action Coordination Centre supported the Government by assisting in compilation of the national report on adherence to the Convention.

Peacebuilding support plan

72. UNMISS and the United Nations country team, in consultation with the Government and partners, are in the process of developing a plan for United Nations system support to peacebuilding in South Sudan, pursuant to paragraph 18 of Security Council resolution 1996 (2011). The Government requested that the United Nations take the South Sudan Development Plan and the Transitional Constitution as the basis for the peacebuilding support plan. As a pilot country for the New Deal for Engagement in Fragile States, the Government also asked the United Nations to orient its engagement around the five peacebuilding and statebuilding goals agreed at the Fourth High-level Forum on Aid Effectiveness held in Busan, Republic of Korea, late in 2011. Consultations have been undertaken with all relevant stakeholders, as envisaged in paragraph 18 of resolution 1996 (2011).

73. Covering the specific tasks set out in paragraph 18 of resolution 1996 (2011), the support plan will include more than 100 specific activities that will be undertaken by UNMISS, the United Nations country team and partners within the implementation period. Of these, the United Nations will prioritize support to 15 deliverables aimed at supporting key peacebuilding priorities of the Government of South Sudan essential for peace consolidation in the next two years. Implementation of the support plan will be carried out through existing United Nations planning frameworks, including the United Nations Development Assistance Framework, and financing will be mobilized through pooled funding mechanisms, such as the Peacebuilding Fund and the South Sudan Recovery Fund.

VII. Humanitarian situation, recovery, development and return

Humanitarian developments

74. The humanitarian situation deteriorated during the reporting period, owing to increased insecurity, high levels of displacement and persistent food insecurity. Recent inter-communal violence in Jonglei State displaced more than 140,000 people, causing destruction of property, loss of cattle and livelihoods and the separation of some 150 children from their families. A frontline coordination hub was immediately established in Pibor and a major emergency operation was launched.

75. Humanitarian partners provided emergency assistance to 100,000 refugees from Southern Kordofan and Blue Nile States in the Sudan, and to the majority of the 110,000 people who fled the Abyei area in May 2011. Increased violence has significantly strained emergency response capacity in those areas. Overall, 30 separate emergency operations were under way across South Sudan by January 2012.

76. Increased violence has also compounded food security concerns. Currently, nearly 3 million people are either severely or moderately food insecure. The situation

is expected to further deteriorate in 2012, following a poor harvest in October/November 2011, high food and fuel prices and increased displacement. Recent assessments confirm that the cereal deficit will double from 2011, to 470,000 tons, while close to 3 million people are likely to require emergency food assistance during 2012.

77. The poor state of transport infrastructure and the impact of heavy rains severely impeded overland access in many locations and required costly air operations, in particular in Jonglei, Upper Nile and Unity States. Re-mining along transport routes in Unity and parts of Jonglei State also restricted access. Humanitarian partners reported 15 incidents of interference by the military and other State actors since November 2011.

Recovery and development

78. The United Nations country team continued to support the Government in its implementation of the South Sudan Development Plan. The Government is preparing its medium-term expenditure framework, which will determine budget allocations and detailed sector plans. Late in 2011, the country team finalized the first United Nations Development Assistance Framework for South Sudan, which defines the assistance that the country team will provide in the implementation of the South Sudan Development Plan, focusing on reinforcing core governance functions, building service delivery systems, improving food security and reducing community conflict.

79. The Government continued to engage with international partners, participating actively in the g7+ process within the framework of the International Dialogue on Peacebuilding and Statebuilding, and has agreed to be a New Deal pilot country. A new South Sudan development initiative is being launched for South Sudan, supported by the African Union, the New Partnership for Africa's Development, the Economic Commission for Africa and UNDP, to prioritize and cost major programmes of the Development Plan in infrastructure and capacity development.

80. The United Nations country team continues to support the Government in implementing its medium-term capacity development strategy. Through the IGAD Regional Capacity Enhancement Initiative, supported by UNDP, the Governments of Ethiopia, Kenya and Uganda deployed a total of 138 civil service support officers throughout South Sudan to work within national and State Government structures. UNDP also has over 100 experienced United Nations Volunteers deployed at State level as part of the rapid capacity placement initiative. Discussions are under way with the Government of South Sudan and the African Union on expanding the IGAD model with civil servants from across the continent.

Return and reintegration

81. Large-scale return movements to South Sudan, estimated to involve more than 500,000 people from September 2011 to February 2012, continued to put pressure on limited social infrastructure, particularly in Unity, Northern Bahr el-Ghazal and Central Equatoria. Population build-ups continued in border areas including Renk, where up to 12,000 returnees remain in way stations awaiting onward transportation or permanent land allocation. An estimated 80 per cent of all recent returnees, the majority of whom have settled in remote rural areas, are currently without any means of livelihood. As a result of these returns, and the more than 350,000 people

displaced inside South Sudan during 2011, South Sudan is dealing with one of the largest population movements on the continent. On 12 February, a memorandum of understanding was signed by the Governments of South Sudan and the Sudan reaffirming their commitments to facilitate safe and organized returns until 8 April, date of expiry of the transition period during which their citizens residing in the territory of the other State have to comply with existing immigration laws, or return. With the expiry of the transition period, some 500,000 additional southerners could return to South Sudan in the coming months.

VIII. Cross-cutting issues in the Mission

Implementation of the review of civilian capacities in the aftermath of conflict

82. UNMISS has made progress in promoting local procurement as well as civilian partnerships by enabling the deployment of Member States' civilian capacities. UNMISS has taken first steps to identify local service providers in the areas of maintenance and camp support services with whom it can procure services locally and promote local entrepreneurship. UNMISS has also focused on building national capacity through its national staff capacity-building programme, which provides coaching, mentoring and skills training for newly recruited national staff and independent contractors. By July 2012, 200 participants will have benefited from the programme. To bolster the Mission's rule of law capacity, UNMISS has held discussions with Member States on the deployment of Government-seconded personnel with expertise in military justice reform.

Public information

83. During the Jonglei crisis, Radio Miraya stepped up its thematic programming to facilitate round-table discussions between Lou Nuer and Murle leaders and youth. UNMISS also provided video coverage of the aftermath of the attack on Pibor, distribution of food assistance, UNMISS troop deployments and senior leadership visits to the area. UNMISS also opened new public information and Radio Miraya sites in Torit (Eastern Equatoria State), Kuajok (Warrap State) and Aweil (Northern Bahr el-Ghazal State).

Conduct and discipline

84. UNMISS conducted extensive induction and training to raise awareness among United Nations personnel and the local population on United Nations standards of conduct. Risk assessment, trend analysis and outreach and sensitization activities were conducted in all 10 States, targeting vulnerable groups.

Gender

85. UN-Women finalized training materials on gender-responsive budgeting. In December 2011, training of senior Government officials commenced.

86. UNMISS provided technical and logistical support for a workshop on 27 November 2011, in cooperation with the National Democratic Institute and the Sudanese Network for Democratic Elections, on women's engagement in constitution-making processes. UN-Women finalized a training manual for a training of trainers programme on women's rights under the Transitional Constitution. On Jonglei State,

UNMISS and UN-Women supported women's participation in the peace process by reviving community-level women's peace dialogue forums and hosting a training of trainers programme for women on mediation. Three women participated in the peace dialogue forums led by the Sudan Council of Churches.

HIV/AIDS

87. On World AIDS Day, sensitization of nearly 9,000 South Sudanese civilians was conducted across six States through song, testimony, sporting events and processions. UNMISS change agents conducted HIV/AIDS awareness activities for 906 persons (564 men and 342 women) across South Sudan. Voluntary confidential counselling and testing services were provided to 5,011 men and 4,253 women from SPLA and the local population across four States. The Mission also graduated 35 additional HIV/AIDS peer educators.

Staff security

88. There has been a growth in crime-related violence, some of which has been directed at workers from neighbouring countries, particularly in Juba. There were several security incidents against international workers in Juba, including an assault by SPLA against a female United Nations staff member on 13 November 2011. The detention on 11 November of a United Nations helicopter in Eastern Equatoria was particularly worrying. Following advocacy efforts at the Ministry of the Interior, the South Sudan police increased their presence in the city. The Department of Safety and Security also adopted measures to revamp its response mechanisms to security incidents. In addition, UNMISS is working with the Ministry of the Interior and the South Sudan police to establish a diplomatic police unit for standby protection for United Nations staff as well as international workers in Juba.

89. On 29 August 2011, an UNMISS national staff member was detained on the grounds that he was an active officer in SPLA, politically active as the Secretary-General of a political party, and had issued critical comments about the Government in international media. Despite ongoing efforts by UNMISS to seek his release and assurances of the Government's commitment to implement the status-of-forces agreement in good faith, the staff member continues to be detained by SPLA. On 1 February, SPLA informed UNMISS in writing that the staff member's actions were contrary to the SPLA Act 2008, which prohibits political activities by members of the armed forces, and therefore he would face a court martial. UNMISS will continue to follow this case.

Financial aspects

90. The General Assembly, by its resolution 66/243 of 24 December 2011, appropriated the amount of $722,129,600 for the maintenance of the Mission for the period from 1 July 2011 to 30 June 2012.

91. Reimbursement of troop-contributing Governments for troops has been made for the period to 31 August 2011 as well as the first instalment of the supplemental payment for troop-contributing Governments approved by the General Assembly in its resolution 65/289.

IX. Observations and recommendations

92. The challenges facing the people of South Sudan in creating a new nation are well known. The Government is to be commended for progress made to date, particularly in regard to creating a national legislative framework and ensuring that its work is transparent and inclusive of all interests. The events of the reporting period have, however, intensified the difficulties facing the Government in providing a peace dividend and meeting the immediate security and protection needs of its people, as well as in creating the institutions necessary to provide security, foster development and protect human rights in the long term.

93. Urgent measures by the Government are required to break the vicious cycle of inter-communal violence, which has taken an unacceptable toll on the lives of the civilian population and could also erode the authority of the Republic. It is imperative that the Government provides effective leadership in launching a comprehensive peace process in Jonglei State, as well as in the volatile Warrap, Unity and Lakes States triangle. Simultaneously, it must address the root causes of the inter-communal conflicts.

94. Physical protection of the population through military deployments is only a temporary measure. Lasting solutions are urgently required through the development of the capacity of State institutions to deliver services and protect the population. The United Nations will continue to do its part, but the Jonglei crisis demonstrated that its resources are limited. The slow response by the Government to the crisis in Jonglei State, despite the early warning provided by UNMISS, underlined not only the need to expedite building the capacity of the Government to provide long-term security to vulnerable communities across the country, but also the need for the Government to assume its responsibility to forge national reconciliation as well as protect its citizens. I urge the Government to urgently conduct its human rights investigation into the abuses committed in Jonglei State and bring the perpetrators to justice in order to break the cycle of reprisal attacks.

95. The hate messages disseminated in the context of the inter-communal violence in Jonglei State threaten to incite systematic ethnic violence. Such statements violate both international and South Sudan domestic law, and the United Nations condemns such messages in the strongest terms. I urge community leaders at all levels in Jonglei State, and nationally, to call for an end to any such deplorable rhetoric. I also call upon the Government to bring the full force of the law to bear against those responsible for inciting violence in this manner. Member States concerned should also investigate those who disseminated the hate messages from the diaspora.

96. While much of the country is inaccessible except by air, helicopters are integral to the Mission's ability to conduct reconnaissance, surveillance, deterrence patrols and rapid deployments in areas unreachable by road. In South Sudan, the population most at risk is also the population most inaccessible. I appeal to Member States to make available the badly needed military utility helicopters to enhance the Mission's mobility and access to vulnerable populations. In the meantime, the Secretariat and UNMISS will explore other measures to enhance mobility and accessibility.

97. The scope of the humanitarian crisis in South Sudan surpasses the current capacities and resources of humanitarian actors. A massive, well-coordinated

operation, led by the Government, implemented by frontline agencies and supported generously by donor partners, is urgently required to stave off a major crisis.

98. The loss of over 90 per cent of the Government's revenues from oil will present unprecedented challenges, particularly to the Government's capacity to address security and humanitarian crises, but also to the Government's ability to advance its reform agenda, including in the areas of disarmament, demobilization and reintegration and security sector reform, the rule of law and combating corruption. Moreover, the existence de facto of two parallel currency rates has increased concern that actors in the financial market may speculate in currency exchange, which would entail significant additional revenue losses for the Government.

99. The pressing need for the Government to manage these multiple crises should not imply diverting all its attention from other important priorities on which it was already making important progress, including sustained implementation of its commitments to fight corruption. How the Government manages the upcoming constitutional review process, and whether the process is designed to elicit widespread acceptance, will be a critical test of its ability to consolidate its legitimacy. The development of governance institutions based on principles of political inclusiveness and transparency remains a key priority.

100. I am deeply concerned about the deteriorating relations between South Sudan and the Sudan. The Governments of the two countries have a special responsibility to silence the drums of war, which have recently become louder. I am encouraged by their publicly expressed commitment to stay at the negotiating table. They should now match their words with sincere deeds by reaching a mutually acceptable comprehensive agreement on all outstanding issues, including oil, borders, citizenship and Abyei. On citizenship, I urge the parties to agree on an extension of the transition period beyond 8 April to facilitate the safe return to South Sudan of South Sudanese in the Sudan. I stand ready to provide all the assistance and support they may require from the United Nations, working together with the African Union High-level Implementation Panel. The support of the entire international community, including the Security Council, in the efforts to lower tensions between the two countries and in preventing the increasing risk of an outbreak of open war is critical.

101. I would like to conclude by expressing my appreciation for the dedicated service of my Special Representative for South Sudan, Hilde Frafjord Johnson, and of all military, police and civilian personnel serving in UNMISS. In addition, I would like to thank the entire United Nations country team and its partners in South Sudan.